

CHAPTER 4. THE RECOMMENDED SOLUTION

(A) Principles of the New Political Structure

Preceding chapters have stated the problem and discarded several alternative solutions because they fail to meet one or more of the essential requirements of an adequate local government structure as set out in Chapter 3.

The inescapable conclusion is that a successful solution cannot be based either on a single city or a metropolitan (county) form of government, nor on a division of the Review area into a city and a county component. Rather, a new structure combining the best features of each of these two forms is required, with jurisdiction over an area which comprises a socio-economic unit centred upon the national capital, including its rural fringe. This means inclusion of at least the bulk of Carleton County and a portion of Russell County, with the exact outer boundary requiring additional studies for proper determination.

The structure that is proposed combines the county principle of local units whose representatives constitute a Regional Council, with the city principle of a capable central administration financed by pooled resources. The 'City-County' government might be called the Municipality of the Ottawa and Carleton Region.

Because the existing local municipalities are so unequal in population and resources, it would be impossible to use them as the local units in a balanced two-tier system; the City of Ottawa would either completely dominate, or be seriously under-represented in any such attempt. Accordingly, a series of new and different kinds of local units should be created, and to avoid serious under- or over-representation through a system of indirect election to the Regional Council, they will require reasonable equality in population. It is suggested that these new local units be called 'Districts' to distinguish them from existing units of local government.

The number and size of districts required is related to two considerations: first, they should consist of distinct geographic units, if at all possible, and contain community 'identifies', and second, they should have a size of population which can provide a high ratio of representatives to electors but with a relatively small council in order to obtain responsiveness and attempt to obtain consensus of objectives for the district. If given the responsibility of providing important municipal services, they would have to be quite large if they are to obtain an adequate tax base and be capable of operating efficient administrative departments. On the other hand, if they are to be 'close to the people' and responsible to local feeling, providing an effective channel for citizen participation in local government, they should be considerably smaller.

Of the municipal services to be provided in the area, most have a strong area-wide component which is properly the concern of a Regional Council, representative of all districts. This is certainly the case in the important fields of planning, capital financing, assessment, education, sewer and water services, welfare, health, roads, public transportation, libraries, police protection, major parks and the administration of justice. While the extent of the purely local component in these fields varies from one to another, in none of them is it great enough to suggest that major responsibilities belong properly at the district level.

Thus, even in large districts, to justify administrative departments of efficient size would require assignment of service responsibilities which logically belong at the regional level; with small districts, the duplication and inefficiency inherent in a series of small administrations would be unavoidable.

Therefore, to avoid these difficulties, and at the same time gain the democratic advantages of small districts, it is proposed that the Regional Council be made responsible for all legislative and administrative functions, with the several District Councils given a significant role

as an extension of the Regional Council in the formulation of district policies and programs.

Regional Council responsibility for legislation and administration should be coupled with regional authority to delegate in these fields to the District Councils, subject only to approval by the Minister. As with Provincial delegation to municipalities, the pressure of demands on government may be expected to result in a significant assignment of responsibilities and probably staff to the district units, but with ultimate authority resting in the Regional Council.

The system proposed is therefore not a federation with jurisdiction divided between the regional and local components, but one in which the local units or districts, whose representatives constitute the Regional Council, are complementary to it. The proposed structure does not represent a radical departure from accepted democratic principles; rather it enhances these principles by increasing democratic control and the possibility of participation but still enables authority to be effectively exercised. Just as any elected government is given authority over those it represents, so is the Regional Council, representative of the District Councils, given authority over them.

In such a system, the Regional Council would receive the delegation of Provincial powers and responsibilities to local government as embodied in the various Provincial Acts, and stand between the districts and the Province. The Province would only deal directly with the regional government and indirectly through it with the district governments, as provided in the statute creating the new regional government.

Financial powers and responsibilities would also be given essentially to the regional government, but a District Council would have the right to require a special tax levy on the residential and farm assessment in that district to provide a standard of service above that provided throughout all districts by the regional government. Similarly, a District Council would be able to request a lower standard of service

than that provided generally throughout the region, with a corresponding reduction in the residential and farm tax levy in that district. The district would of course still bear its full share of the suite of standard services provided elsewhere.

With this exception, regional resources would be completely pooled and allocated according to needs throughout the area by the Regional Council. In ascertaining the district needs and their priorities however, the District Council's intimate knowledge of its area should be fully utilized in the preparation of the 'district budgets' to be submitted to the Regional Council for approval and subsequent incorporation as an integral part of the overall regional budget.

Similarly, the experience and intimate knowledge of members of the numerous separate boards and commissions now existing in the area should be utilized where possible on citizens' advisory bodies appointed by and responsible to the Regional and District Councils. These advisory bodies should not have the powers and responsibilities now possessed by the boards and commissions however, such powers and responsibilities belong with the councils which are accountable to the people, and should be transferred to them as the boards and commissions, with the exception of hospital and school boards, are abolished.

The proposed system would therefore centralized municipal powers and responsibilities in a Regional Council which would be accountable through a district electoral process to the electorate, and which would delegate aspects of Regional Council responsibilities to the District Councils as considered appropriate from time to time.

The boundaries of the three types of districts should be defined during the implementation period, recognizing the three inherently different types of area in the region:

- 1) Urban districts - the areas for which urban services have already been planned, i.e. to the inner limit of the greenbelt, plus the hamlets of Bell's Corners and Blackburn;

- 2) The greenbelt itself, and development district beyond it and
- 3) Rural districts, in which extensive urban development is not anticipated.

The greenbelt and the development districts, while having representation on the Regional Council, should be wholly administered by the latter, and would only gradually acquire district councillors as development proceeds.

The establishment of an urban service area is of vital importance to the proposed system of government in order to allocate selected service costs only to those areas which to or will benefit therefrom; agricultural areas must be protected from municipal taxation beyond a level which can be borne by the farm economy. At the same time, services to the rural areas which are of regional (or wider) concern - such as education - should be of the same standard provided in other areas. A precise boundary for the urban service area, and allocation of costs both within and outside this boundary, will need to be defined and should be undertaken during the implementation phase as described later in the report. The initial definition of the urban service area should be submitted to the Ontario Municipal Board for approval, and any subsequent changes (made by the Regional Council with approval of the Minister) should be subject to appeal to the Municipal Board.

(B) Constitution

Having proposed a new form of local government organization we now recommend elements of a constitution.

Units of Government

It is recommended that the present municipalities in the Review area be replaced by a system of local government comprising District Councils and a Regional Council. (Boundaries of the region and districts are discussed below).

There should be three categories of districts: urban, development, and rural. The urban category should comprise the area within the inner limits of the greenbelt plus the hamlets of Bell's Corners and Blackburn. Development districts would comprise urban service areas beyond the greenbelt in which extensive urban development is planned. Upon reaching a predetermined population (to be established during the implementation period), a development district would become an urban district. The number of urban districts would, as a result, increase with continued growth. Rural districts would consist of the remaining areas in which continued non-urban uses are planned. The greenbelt itself should be included in the electoral areas of adjoining development districts (or their successor, urban districts) to provide for representation of any tenants of greenbelt properties, but for all other municipal purposes it should be the direct responsibility of the regional government and excluded from any of the districts.

Elected Representatives

Urban District Councils should be composed of a chairman, a vice-chairman and seven councillors directly elected by all qualified electors in the district.

Rural District Councils should be composed of a chairman and a vice-chairman directly elected by all qualified electors in the district, and seven councillors elected by wards. The wards might be based, in part, on the existing municipalities comprising each proposed rural district.

Development districts should initially only elect a chairman and a vice-chairman, directly and at large within the electoral area (which will comprise the district and adjoining greenbelt territory). As a development district grows, councillors should gradually be added so that upon becoming an urban district there are seven councillors directly elected at large plus the (then) chairman and vice-chairman.

It is recommended that the term of office be three years, with no 'staggered' terms, so that municipal elections would be held once every three years.

The Regional Council should be composed of the chairmen and vice-chairmen of the districts, giving each district two voting members on the Regional Council. If a seat on the Regional Council becomes vacant during a term, the District Council should appoint another of its members as representative until a by-election is held to fill the vacancy.

It is suggested that the head of the Regional Council bear the title of mayor or warden, and it is recommended that he be directly elected at large by all qualified electors in the region. The Regional Council should be permitted to provide from the current budget a fixed amount to pay for the election campaign of candidates for this position. A deputy mayor or warden should be elected by the members of the Regional Council (including the mayor or warden) from among themselves, at the first meeting of the council following an election. The deputy should continue to represent his district, and should act as head of Council during the latter's absence. If the mayor or warden dies or retires, the deputy should take over for the remainder of the term, and a new deputy be elected as above; the district seat so vacated should be filled as noted in the preceding paragraph.

Distribution of Powers

The legislative, executive and administrative authority and responsibility delegated to municipalities by the Province, should be lodged with the regional government. The Regional Council should however be given authority to delegate selected legislative, executive or administrative functions to the District Councils, subject only to approval by the Minister of Municipal Affairs. An initial delegation of certain responsibilities to the districts is recommended in this report, and subject to any modifications approved by the Minister during the implementation period, should be adopted by the new government at the outset. Subsequent

Changes to increase or decrease the amount of delegation to any or all of the districts would be at the discretion of the Regional Council, subject only to approval by the Minister.

The regional government should stand between the Province and the districts, being responsible for all relations and negotiations with the Province. Similarly, the regional government should be responsible for all relations with the Federal Government and its agencies.

The Regional Council should obtain the views of District Councils on any proposed by-laws which would effect them, allowing reasonable time for the expression of district opinions before enactment.

The regional government should receive all Provincial and Federal grants in the region, and have sole taxing authority. The budget of the regional government would consist of three main components: amounts for regional services, schools and district needs. Each district would prepare an annual draft budget dealing with local requirements in the district; after any necessary amendment and adoption by the Regional Council, these district budgets would become an integral part of the overall regional budget. It is the intention of this recommendation that the responsibility for determining priorities of use of available funds for local purposes rest with district councils.

District Councils should also have the power to require the Regional Council to levy an additional tax on the residential and farm assessment in a district, to pay for a higher standard of one or more services than that provided throughout all districts by the regional government, or to meet some special need of the district.

Similarly, a District Council should have the power to request the Regional Council provide in that district, a lower standard of one or more services than that provided generally throughout the region by the Regional Council, and to reduce the residential and farm tax levy in that district accordingly; the assessment in the district would of course still be required to bear its full share of the cost of the standard

Service or services provided elsewhere by the regional government. The Regional Council should be required to provide higher-standard services at district expense on demand (subject of course to the usual Municipal Board approval if any debenturing is involved). Granting of requests for lower-standard services should also be mandatory, provided that in the opinion of the Regional Council they would not adversely affect adjacent districts of the region as a whole, or result in standards below an acceptable minimum.

Council Committees

Coordination of the legislative, executive and administrative functions should be accomplished through an executive committee of the Regional Council, a few standing committees, and an administration divided into a comparatively small number of departments. The head of the Regional Council, assisted by the deputy head, should be the chief administrative officer of the regional government and they should also serve as chairman and vice-chairman respectively of the executive committee, besides sitting ex officio on each of the standing committees. The remaining members of the executive committee should be the chairmen of the standing committees who would be chosen by council from among district chairmen. Each department would be responsible to a committee, being assigned to report to either a standing committee or the executive committee, depending on function. Suggested departments and standing committees are discussed in a later section of this chapter dealing with administrative organizations.

Boards and Commissions

With the exception of hospital and school boards, all existing local boards and commissions should be abolished and the services and staff under their jurisdiction made the responsibility of the regional government administrative departments. Policy decisions formerly made by the boards and commissions would henceforth be formulated by council committees for adoption by Council. The executive committee would be constituted as the planning board under the Ontario Planning Act, and would have as its primary responsibilities both financial and physical planning.

Direct provision of hospital facilities is not considered a proper municipal function, and it is accordingly recommended that the hospital boards of the Ottawa Civic and Ottawa Riverside hospitals should be made independent of local government control. Along with the other hospital boards in the region, they have serious financial problems which should be met through direct grants of capital funds in the same manner as other hospitals in Ontario operating under the Public Hospitals Act.

Education

Public elementary and secondary education throughout the region should be made the responsibility of a single board of education. It would be desirable if this board, while retaining full authority over school administration, should be made advisory to Regional Council in matters of education finance by depriving it of the power to determine the level of school taxation (which it does not have the responsibility to levy). Should this prove feasible, it is recommended that the board members be appointed by Regional Council for concurrent three year terms, with the following composition:

One member of each District Council who is not a member of the
Regional Council

One citizen from each district

(public school supporters)

Two representatives nominated by the separate school boards
in the region.

If it is deemed essential to leave financial authority with the board, then it should be composed of two members elected by the public school supporters, plus two members elected by the separate school boards in the region.

While recommendation of changes affecting separate education is considered beyond the scope of this report because of the legislation involved, the Review has made it clear that, in the words of the Ottawa Separate School Board, "there are two standards of education in the review

area, reflecting the more limited financial resources of separate school boards." Need for some consolidation of separate school systems to raise standards in suburban and rural areas is also evident (as in the case of public schools) but is regarded as not feasible unless separate school financial resources are first improved.

In the interests of more equal educational opportunity for all children in the area, it is accordingly suggested that the appropriate Provincial and local school authorities consider the possibility of some consolidation of separate school boards along the lines recommended for public education, and of a more equitable allocation of Federal and Provincial grants-in-lieu of taxes as they effect the two systems. The latter issue is of course related to the larger question of corporate tax allocation, but is in itself of special significance in the Review area because of the importance of Federal grants-in-lieu.

It is also recommended that the proposed regional board of (public) education jointly explore with whatever separate boards are constituted, means of cooperation, coordination and possible sharing in matters of mutual concern such as population research, school planning, sites, special services, and facilities, including buildings.

We are convinced that it would not be feasible to recommend structural changes in the separate school system without an improvement in its financial resources. Should such an improvement be brought about however, it is recommended that the separate school authorities give immediate and serious consideration to the creation of a structure similar to that proposed for public education.

The regional board of education (elected or appointed) should be given authority to co-opt advisory citizen members as it sees fit up to a number equal to the membership of the board.

Advisory Committees

The Regional Council should appoint two committees to advise the executive committee (i.e. planning board) on planning matters, one a

technical committee, the other a committee representative of local interests. The technical planning advisory planning committee should be chaired by the director of planning and have the directors of the following departments as members:

education (chief administrator of the board of education)

transportation

health and welfare

works

parks and recreation

administration

agriculture

(and/or others that may be established).

Representatives of the National Capital Commission, Central Mortgage and Housing Corporation and the Ottawa Welfare Council or its equivalent should be appointed to the technical planning advisory committee. The other advisory committee is a 'citizens' group and should comprise one councillor from each district, nominated by the District Council, other than members of the Regional Council (or school board if an appointed board is formed) plus one citizen member appointed by the District Council.

The councillor who represents his district on the planning advisory committee should also act as chairman of a group of district citizens appointed by the District Council to advise on local planning matters should the District Council decide to appoint such an advisory group.

Abolished boards and commissions should be replaced where feasible by advisory committees appointed by the Regional Council, to be consulted by the appropriate Regional Council committee.

Local Planning Administration

Due to the detailed nature of the administration of subdivision control by-laws and minor variations in zoning by-laws, committees of adjustment should be appointed for one or a group of districts by the Regional Council from among residents of the district or districts.

Zoning by-law amendments (basic by-laws are a direct responsibility of the Regional Council) can be initiated either by the District or Regional Council. The enactment of such amendments is the prerogative of the Regional Council which, as stated earlier, conducts all statutory relations with the Province and its Ontario Municipal Board. The power of the District Council would be limited to initiating and recommending zoning by-law amendments for enactment by the Regional Council. In practice we see a process of formal delegation developing whereby the central council would only substantially intervene when, in the opinion of the Regional Council, the proposed amendment was contrary to the public interest in the area as a whole or detrimentally affected an adjoining district.

The Regional Council should delegate to the District Council the responsibility of conducting public hearings as contemplated by the Planning Act. The purpose of this suggestion is to seek initiative, understanding and support through the District Councils in the formulation of public policy in a field which obviously has a strong local (district) component.

Rules of Procedure

Methods of operation and procedural rules should be established during the implementation period. It is hoped that some of the traditional methods of operation can be changed within the new organization; the Regional Council should become a local legislature rather than a bigger version of a local council.

(C) Boundaries

There are four kinds of boundaries to be considered:

- Outer boundaries of the regional municipality
- District boundaries
- Urban service area boundary
- Ward boundaries (in rural districts).

Outer Boundaries

As indicated elsewhere in this report we are not satisfied that the boundary of the Review area is necessarily appropriate for an effective regional government. There may be an immediate need for instance to consider the conflicting terms of Arnprior and Fitzroy Township. We are not satisfied that the inclusion of Cumberland Township into the proposed regional government completes the action necessary in this part of the area. We recommend that a further study be undertaken in order to determine whether additional areas of Prescott and Russell County should be included in the regional government area.

For somewhat similar reasons, we are not sure whether other parts of the outer boundary of Carleton County are the best that could be chosen as the outer limit of the proposed regional jurisdiction. One uncertainty is based on the fact that we could, within our terms of reference, 'look out' but not 'look in'. We are aware of many municipal interrelations between many Carleton County municipalities and adjoining urban centres in adjoining counties. Part of our concern is due to the arbitrary nature of most boundaries; they must be drawn but there will always be two areas, one on either side of the boundary and, in this case, only one side has been examined. For the moment, however, we feel that all of our recommendations can be implemented without prejudice to further investigation of boundary issues.

District and Ward Boundaries

The principles underlying the size and number of districts have been stated. In general, we believe the population of an urban district should be on the order of about 25,000 to 35,000 people. We do not feel completely competent at this time to be precise about district boundaries (particularly the boundaries of urban and development districts), or the boundaries of wards in the rural districts. We feel that this is a matter that requires local knowledge and participation in drawing meaningful boundaries. In general, we would suggest that, all other criteria satisfied, a place like Eastview should form a district. There may be

similar areas which could logically form a district. For the foregoing reasons we recommend that the determination of district and ward boundaries become the second step in the implementation procedure described in Chapter 5.

It is recommended that a Boundary Commission be appointed by the Province for this purpose, comprising the Mayors of Ottawa and Eastview and the Warden of the County of Carleton (or their nominees), and a representative of the Province as Ministerial Advisor. The boundaries selected would require approval of the Minister of Municipal Affairs.

It is also recommended that the statute creating the new government provide a basis for subsequent changes in district and ward boundaries. A simple, and we think appropriate, method might be a decision by a two-thirds majority of the Regional Council and final approval of the Minister of Municipal Affairs.

The rural district boundaries are easier to define not only due to the existence of fairly distinct geographical units but because of a deliberate policy to use as far as possible, the existing municipalities as wards in the proposed three rural districts. We recommend that one of the rural districts be composed of the present Townships of Fitzroy, Huntley, Torbolton, and that part of March Township outside the development district (to be defined). Because of the importance of the cottage area in Torbolton Township and the emerging 'estate' development in March and Torbolton Township it may be preferable to so arrange ward boundaries that the semi-urban portion is constituted as two or more wards. The exact boundaries can be left to be determined in the implementation program.

The second rural district would comprise that part of Nepean Township outside any planned development district, the rural portion of Goulbourne Township, the Townships of North Gower and Marlborough and the Village of Richmond. It may be argued that the Village of Richmond should be left as it is for historic reasons though the same argument

could be used with respect to all other existing municipal corporations. It is partly in answer to this question that we suggest, as much as possible, the existing local units become wards in what we believe constitutes the minimum practical unit for a rural district.

The third rural district would be composed of that part of Gloucester Township which is not included in a development district, Osgoode Township and that part of Cumberland Township which is outside the potential development district noted later.

It will be obvious that this proposed structure does not contemplate the continuance of the existing police villages; their continuance in the proposed structure would not only prove to be superfluous but have negative benefits.

Development District Boundaries

This boundary is not technically difficult to determine at this time but is bound to be a controversial matter in the affected areas. On present evidence there would seem to be justification for defining a development district in parts of March and Goulbourne Townships on the west, including the present village of Stittsville; between the airport and Manotick on the south including the present urban development in Manotick; and an area around Orleans extending into Cumberland Township on the east including the area known as Queenswood. As in the case of determining urban district boundaries we recommend that the boundaries of the first set of development districts be established as the second phase of the implementation program. The criteria should include present development, approved plans, and planning schemes including the one being developed by consultants for C.M.H.C. and the N.C.C.

Urban Service Area Boundary

It follows from the discussions about development district boundaries that the boundary of the urban service area will coincide with the outer limit of the development district. It also follows that as and when development districts are added the urban service area boundary will automatically move as well. The use of an urban service area

only meets a fundamental objective of dividing urban and rural financial responsibilities by, by the same token, exerts a powerful influence in controlling the location, extent and timing of urbanization. That better development-control tools are needed than now exist in the area is obvious and to the extent that the proposed device meets such needs it should make a positive contribution to the whole operation of local government.

The procedures recommended for the initial definition and any subsequent alterations of the urban service area have been discussed in the first part of the chapter.

(D) Administrative Organization

It is not usual in reports of this nature to deal with staff organization. This is normally left to new Council. However, in this case there are a number of important considerations arising from the change in structure and proposed constitution which merit specific attention. As indicated earlier we believe that a number of functions now being carried out by appointed boards and commissioner should become the direct responsibility of the elected council. Having this change in mind and having regard to what appears to us to be a fairly logical division of functional responsibilities we suggest the following administrative structure be considered:

| <u>Standing Committee of Regional Council</u> | <u>Department</u> | <u>Functional Responsibility</u> |
|---|-------------------|--|
| Executive Committee | Planning | comprehensive planning subdivision control and zoning (subject to qualifications set out in Section B - Constitution) housing and renewal (programs and plans) committees of adjustment (district function) |
| Executive Committee | Finance | financial planning (capital and operating budgets) |

| <u>Standing Committee of Regional Council</u> | <u>Department</u> | <u>Functional Responsibility</u> |
|---|-------------------------|--|
| Transportation Committee | Transportation | roads - construction and maintenance including snow removal and cleaning public transportation traffic control public parking |
| Health and Welfare Committee | Health and Welfare | health hospitals welfare homes and housing for the aged, and public housing - operation (in conjunction with Ontario Housing Corporation) |
| Works Committee | Works | sewers and pollution control storm drainage water hydro and street lighting garbage collection and disposal |
| Parks and Recreation Committee | Parks and Recreation | parks recreation community centres |
| Library Committee | Library | libraries |
| Police and Fire Committee | Police | police |
| | Fire | fire |
| Executive Committee | Administration | tax collection payrolls central accounting assessment courts of revision clerks legal |

| <u>Standing Committee of Regional Council</u> | <u>Department</u> | <u>Functional Responsibility</u> |
|---|-------------------|--|
| | | Audit |
| | | personnel |
| | | licensing |
| | | purchasing |
| | | property |
| | | registry offices |
| | | justice and jails |
| Agricultural Committee | Agriculture | agricultural land use planning |
| | | initiation and coordination of A.R.D.A. programs in the region |
| | | staff service to Regional Federation of Agriculture |

There are a number of other miscellaneous functions such as emergency measures, industrial promotion, tourist promotion, the exhibition, and the market - which should be assigned to committees and departments during the implementation phase of the program.

The basis of the foregoing suggestions is, in order:

1. Planning. We believe that the planning function is vital to orderly and economic growth of the region and should be one of the prime responsibilities of the executive committee of council. The department should be properly staffed and maintain constant liaison with the federal planning authority, the N.C.C. As already indicated, the head of the planning department should be the chairman of the technical advisory group.
2. Finance. Of equal importance to physical (and indeed social and economic planning) is financial planning. Estimating financial resources, programming expenditures and related functions of the finance department should receive high priority by the new Council.

3. Transportation. All the evidence points strongly to the need for an integrated transportation program and operational control. We find no basis for separating any of the four basic components of urban transportation: roads, public transportation, parking and traffic control. We most emphatically state our preference for a radical change in the financial constraints presently applied to O.T.C. and the Parking Authority. With these services brought under the Regional Council, we recommend that they no longer be required to be self-sustaining. Necessary tax support should however be based on a formula which encourages efficient operation. It will be obvious that both Ottawa and Eastview Suburban Road Commissions will be dissolved with the creation of the new organization. In this connection it appears to us that a review of road jurisdictions should be undertaken vis-à-vis the Province, the Regional Government and the Federal Government with a view to greater Provincial road jurisdiction in the region, particular in the rural districts.

4. Health and Welfare. These functions, though not wholly related, seem to us as being capable of administrative coordination. Involved in this suggestion is the elimination of the Boards of Health or Health Units and, only if legally essential, the continuation of, at most, one 'Board of Directors' for limited-dividend housing projects.

5. Works. The most radical recommendation we have to make in connection with this function is that all hydro administrations, whether elected or appointed be dissolved and the operation, including street lighting, come under the Works Department. We can think of no substantial reason why this action should not be taken and many good reasons why it should. It may be that the rural districts should still be served directly through the rural system of H.E.P.C. but this aspect can be dealt with during the implementation period.

We also see this department, and more specifically the Works Committee of Council, having all the powers and responsibilities of Conservation Authorities under the Conservation Authorities Act, and being eligible for Provincial conservation grants.

6. Parks and Recreation. The function changes little under the proposed new organization. On the one hand, close liaison will be required with the N.C.C. and on the other hand staff might well be assigned to districts in response to local needs and programs. This would be another instance where aspects of administration (recreation programs and operation of community centres come to mind) might well be delegated to District Councils.

7. Libraries. This function is usually performed by Library Boards. We find no objection to a degree of local responsibility for the operation of community or district libraries. On the contrary, there is much to commend such a practice. We believe, however, that the basic responsibility for planning a basic library system and financing it should rest with the regional government. We would suggest that district library committees (including a member of the District Council) be appointed if it is felt that such an element of organization for library services is necessary or desirable.

8. Police and Fire. We firmly believe that the regional police force should be responsible to elected representatives. To this end it is recommended that the Police and Fire Committee of the Regional Council be constituted a Police Commission for purposes of the Police Act, to determine the policies to be followed in police administration. Executing of these policies would of course be the responsibility of a Chief of Police, and elected representatives would have no power to interfere with the day-to-day administration except on matters of policy.

Undoubtedly district or precinct police stations will be required, and it is suggested that where possible, the selection of personnel for district stations have regard for ethnic characteristics of the districts.

Fire departments have traditionally reported to a council committee and we recommend this practice continue.

9. Administration. In many jurisdictions a number of the functions of this proposed department have separate departmental status. Subject to more considered conclusions to be reached in the implementation process we feel that there is merit in a grouped 'secretariat' or functions which are primarily involved in 'running the government'. The head of this department would have some of the characteristics of a city manager or chief administrator ('business' manager).

The most unusual suggestion with regard to this department is the inclusion of licensing administration among its functions. We believe that the determination of licensing policies and procedures should be a responsibility of elected representatives and not of an independent commission, and accordingly recommend that this be a duty of the executive committee of the Regional Council. As it is suggested that the administration department report to the executive committee, the administration of licensing (collection of fees and issuing of licenses) could logically be one of its functions. As with police administration, elected representatives would have no power to interfere with day-to-day administration except on matters of policy.

10. Agriculture. Local government does not normally contain a department of agriculture. We do not suggest the piece of administrative organization anticipating new responsibilities for local government but rather to give proper recognition to an important segment of the regional economy. We see the agricultural committee of Council consisting of the chairmen and vice-chairmen of the three rural District Councils plus the head and deputy head of the Regional Council, as proposed for other committees. This will also mean that the chairman of this committee will be a member of the executive committee and, in a limited sense, replace the present role of warden of the County. The staff function is thought of as mainly advisory in nature but the head of the agriculture department could very well help coordinate the role of the Provincial and Federal Departments of Agriculture as they affect local government in the region, act as a liaison

Officer with officials of the A.R.D.A. agency and the Regional (now County) Federation of Agriculture and generally bring needed action programs within the legal competence of local government to the attention of the regional government through the agriculture committee and executive committee of Council. The department could also supply technical advice to the District Councils.

District Council Staff

It will be necessary for each District Council to employ a relatively small staff secretariat. We recommend that the regional government personnel officer be used to recruit the requisite staff, that they be appointed by the District Council but that salaries and other costs be paid from the regional government treasury.

We are well aware that many detailed aspects of an administrative organization needed for the proposed new government structure have not been mentioned.

We wish to stress that the administrative organization outlined is put forward as a suggestion realizing that most aspects of administrative structure will need to be considered by the Councils when first elected and other aspects will become part of the normal function of the local government when in full operation.

In particular, it would be noted that the various district responsibilities which have been specifically referred to are by no means intended as an exhaustive list. It is anticipated that the Regional Council will, in time, delegate functions in many fields to the District Councils, assigning funds and staff as necessary for their performance. The provisions of all kinds of local amenities, such as the landscaping of boulevards and local parks, the supply and maintenance of minor recreational equipment, and possible the construction of sidewalks in residential areas, come to mind as matters which might logically be delegated. The operation of tot-lots, nursery schools, day care centres, community centres, swimming facilities, recreation programs, health clinics and the

provision of other types of social services also suggest themselves as functions which might logically be carried out under District Council supervision.

The proposed system of regional government is intended to encourage as much delegation to the local level as possible, consistent with the overriding need to adequately meet all area-wide requirements.