



Etobicoke-Lakeshore Community Planning Group
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June 16, 2017

TO: Members of the Executive Committee
City of Toronto

RE: EX26.44 OFFICE OF NEIGHBOURHOODS IN THE CITY OF TORONTO

As an active member of a residents' association within the Mimico and South Etobicoke Ward 6 community, I do not support the creation of an "Office of Neighbourhoods" for Toronto.

Instead, what is required is legislation creating Toronto Community Boards, which will ensure all residents of Toronto can propose and promote issues of interest and concern for their neighbourhoods, be involved and contribute/share ideas and views within voluntary Committees of Community Boards, to be subsequently considered by all residents located within the Community Board boundaries at public meetings.

Neighbourhood residents' associations largely arise to oppose issues which they perceive will negatively impact their neighbourhoods. These residents' associations frequently "come and then go" once the "issue" is settled, either satisfactorily or often otherwise. It is the communities themselves which remain. Any City expenditure of time, energy and resources must center around communities, and must present opportunities for all the residents within the particular communities to participate.

Toronto has 140 neighbourhood communities and 2.8 million people. No "Office of Neighbourhoods" can work effectively with this number of people and many complex issues. In fact, members of City Council and City Staff are well aware that they are frequently (or permanently) "overwhelmed" with the work-load and are not working at an optimal level on behalf of residents of the City.

An "Office of Neighbourhoods" represents a token of good-will, but is actually a simple diversion and delay from creating a "process", and City, that is fully and fairly democratic and operating as efficiently and effectively as possible.

An "Office of Neighbourhoods" will be another "cost" for the City (and its taxpayers) and will not perform or achieve its goal, except on a superficial level, as many of City Hall efforts frequently do at the present time.

Legislated Toronto Community Boards, on the other hand, will harness the ideas and input of residents for the good of this City, its 140 neighbourhoods and 2.8 million people, for the benefit of City Council, and will allow a reduction in the size of City Council to reflect the same number of MPP's and MP's. Toronto Community Board Districts would have boundaries aligned with Provincial and Federal Ridings.

The reduction in the size of City Council from 44 to 26 Councillors, using the average annual cost per Councillor of \$391,641 for 2016, and not \$290,000 as advised by City Staff, will result in an annual saving of \$7,049,544. A portion of this will be used to provide support for the Community Boards, consisting of up to (26 x 50) 1,300 resident members, who will review input from residents in their communities provided at recorded public meetings, and advise City Council through written minutes of their meetings, presented to City Council by their City Councillor.

	Total	Mayor	Councillors		Average	"Advised"	Difference	%
2013	\$ 17,849,260	\$ 1,335,596	\$ 16,513,664	44	\$ 375,311	\$ 290,000	\$ 85,311	29.4%
2014	\$ 18,474,800	\$ 893,260	\$ 17,581,540	44	\$ 399,580	\$ 290,000	\$ 109,580	37.8%
2015	\$ 18,773,688	\$ 1,971,807	\$ 16,801,881	44	\$ 381,861	\$ 290,000	\$ 91,861	31.7%
2016	\$ 19,185,127	\$ 1,952,908	\$ 17,232,219	44	\$ 391,641	\$ 290,000	\$ 101,641	35.0%
2017 Budget	\$ 22,606,000	\$ 2,251,000	\$ 20,355,000	44	\$ 462,614	\$ 290,000	\$ 172,614	59.5%

The creation of Toronto Community Boards will enable City Hall, the Province and Federal governments to communicate with all residents, through the 26 Community Boards.

Either Toronto City Hall wants to have a truly democratic and efficient government and wants to work with its residents to better the quality of life for all residents, or it does not.

If your choice is the former, then you need to take "real" action that cannot be disputed, and create legislation for Community Boards to accomplish this. Real and effective action must be neighbourhood/community centred, and not City Hall centred.

Attached is draft legislation for the Toronto Municipal Code for the creation of Toronto Community Boards, along with a History of New York City Community Boards (which have been in place since the 1960's) which you should find interesting. It is noted that Jane Jacobs was a strong advocate for NYC Community Boards.

Yours truly,

P. Moulder

Peggy Moulder

Attachments: (1) Discussion Paper – Toronto Community Boards – Draft Legislation
(2) History of NYC Community Boards



DISCUSSION PAPER TORONTO COMMUNITY BOARDS



DRAFT LEGISLATION

Toronto Municipal Code

CHAPTER 24 - COMMUNITY DISTRICTS AND COTERMINALITY OF SERVICES

CHAPTER 25 – COMMUNITY BOARDS

CHAPTER XX – TERM LIMITS

March 16, 2014 - Revised April 11, 2014

By Peggy Moulder





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INTRODUCTION

The City of Toronto Act, Sections 141 through 147, provide the “Power to establish city boards”.

<http://www.canlii.org/en/on/laws/stat/so-2006-c-11-sch-a/latest/so-2006-c-11-sch-a.html>

In the late 1960's New York City created Community Boards *“to encourage and facilitate coterminous community districts and service districts to be used for the planning of community life within the city, the participation of citizens in city government within their communities, and the efficient and effective organization of agencies that deliver municipal services in local communities and geographic areas.”*

New York City Community Boards have functioned satisfactorily for the past 45 years, and the legislation governing the New York City Community Boards is found in the New York City Charter, Chapters 69 and 70. These chapters are the model and basis for drafting similar legislation found in this document to be added to the City of Toronto Municipal Code to provide Community Boards for the residents and citizens of Toronto.

Formalizing “community consultation practices” is now an imperative for the City of Toronto, and this can be done through the implementation of Community Boards. In fact, there is probably no better way to ensure “community consultation” is done well, is respectful to citizens, and has positive impact on our communities and city management and operations.

The subject of New York City Community Boards was brought to my attention by the former Toronto Chief Planner, Paul Bedford. He recently contributed the subject of Community Boards to the Toronto Star's “Big Ideas” out-reach to Toronto residents. In 2010, Mr. Bedford gave a presentation to the Munk School of Global Affairs discussing the possibility of Community Boards for Toronto, which was video-taped. Links to these two items are found below.

http://www.thestar.com/bigideas/experts/2014/02/14/torontonians_make_love_to_your_city_paul_bedfords_big_idea.html

<http://hosting.epresence.tv/MUNK/1/watch/185.aspx>

To assist your review of the draft legislation for Toronto Community Boards, **Part I** of this Discussion Paper contains “Frequently Asked Questions” (FAQ) and attempts to imagine the important questions citizens would have on this topic.

Part 2 contains the draft legislation for Toronto Community Boards and the clauses in the document are referenced in the FAQ section. The draft legislation document includes two chapters. You may wish to read Chapter 25 first, since it describes how Community Boards are appointed and what they do.

CHAPTER 24 - COMMUNITY DISTRICTS AND COTERMINALITY OF SERVICES
CHAPTER 25 – COMMUNITY DISTRICT BOARDS



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An additional resource for your review is the NYC 2010 Handbook for Community Board Members. It has been extensively expanded and edited over the many years since its first edition in 1978. Most importantly, it has been read and used as a reference by thousands of community board members over the past four decades. It, no doubt, will assist in the future creation of a Handbook for Toronto Community Boards.

http://bronxboropres.nyc.gov/communityboards/handbook_2010.pdf

Part 3 contains draft legislation concerning Public Policy and Term Limits for our elected officials, and, once again, is based on the New York City Charter. The draft legislation for term limits contains only two clauses. The importance and relevance of this legislation to citizens and communities is:

“...so that elected representatives are “citizen representatives” who are responsive to the needs of the people and are not career politicians.”

One further piece of legislation needs to be drafted and added to ensure good management of our municipal government; that is, provisions to “Recall” elected officials who do not follow the mandate given to them by voters. Bill 124 is currently before the Ontario legislature *“to amend the Election Act with respect to the recall of members of the Legislative Assembly”*. This Bill and other existing legislation can be used to create Recall legislation for Toronto municipal government.

There is current provincial legislation being considered to eliminate the role of the Ontario Municipal Board to hear appeals of Planning decisions made by Toronto City Council. This coincides with proposed City legislation to create their own appeal boards. Citizens are also concerned about decisions made by the Committee of Adjustment on minor variances and severances which do not appear to be “minor”. Toronto Community Boards will greatly assist citizens and neighbourhood associations in providing the opportunity for discussion with city staff in various departments on a regular basis, and providing input that is coordinated, well-informed and will be heard at Toronto City Hall.

There is the further potential for Community Boards to replace the Committee of Adjustment. Alternatives to political appointments to appeal boards are “pools” of qualified persons who are chosen at random, similar to the selection of juries for the courts and coroner inquests. The Toronto Official Plan, Zoning and other legislation are “plain language” legislation created with input from citizens. There are opportunities for online education, followed by classroom education, that would benefit citizens, council members, planners, city staff, appeal board members, and developers.

An example of online education on the “Toronto Official Plan” can be found at:

www.torontocommunityquiz.com

The questions in the multiple-choice quiz do not yet cover the entire Official Plan, and it is currently only compatible with “windows” software. However, it provides a sampling. Test your knowledge and take the quiz. You will be provided with a “certificate” on completion!



DISCUSSION PAPER TORONTO COMMUNITY BOARDS



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PART I - FREQUENTLY ASKED QUESTIONS

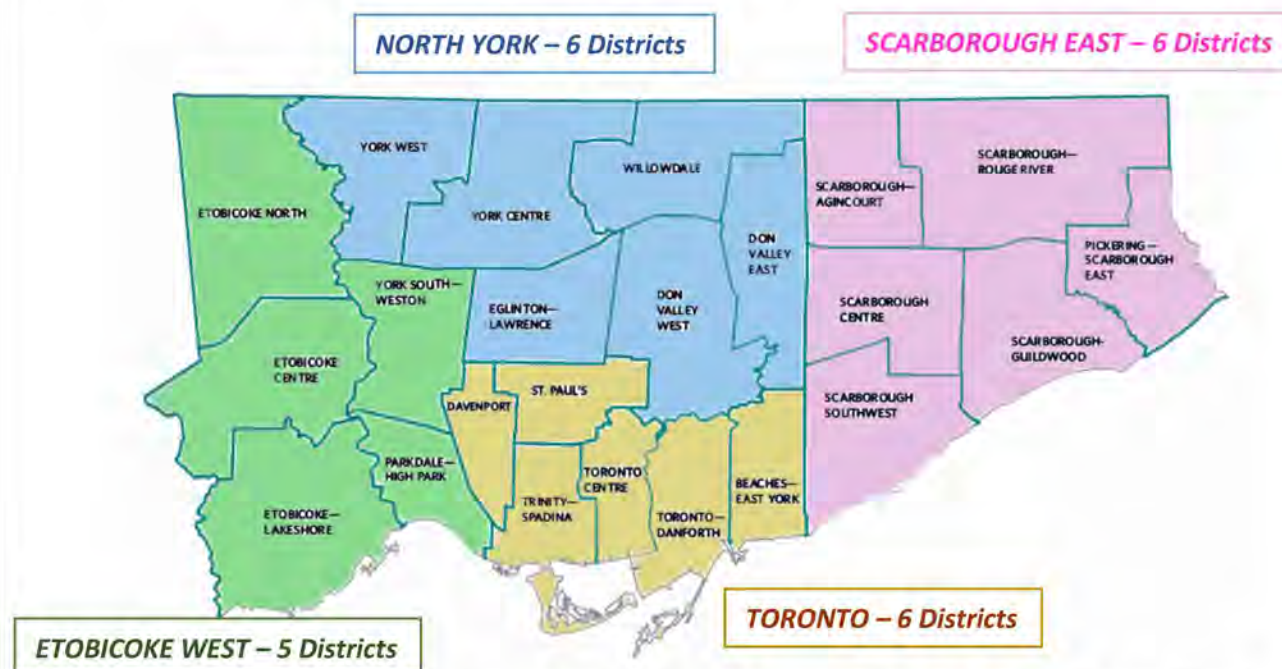
A. WHAT IS A COMMUNITY DISTRICT?

1. Community districts lie within the boundaries of a single geographic area and coincide with historic, geographic and identifiable communities from which the city has developed;
2. Are suitable for the efficient and effective delivery of those services of municipal agencies required to be made coterminous with the community districts, including particularly the service and districting requirements of the police and sanitation departments;
3. Are compact and contiguous and have a population of not more than two hundred fifty thousand persons;
4. Community districts shall be as nearly equal in population with each other as is possible;

For further details, please refer to Clause § 24-3 A, B, C in the draft legislation attached.

B. WHAT ARE THE BOUNDARIES FOR THE TORONTO COMMUNITY DISTRICTS?

1. The map of community districts shall be according to and coincide with the provincial ridings in effect as of the January 1, 2014.
2. There are 23 community districts coinciding with the provincial ridings on January 1, 2014.



For further details, please refer to Clause § 24-4 A and Appendix A & B in the draft legislation attached.



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C. CAN THE COMMUNITY DISTRICT BOUNDARIES BE CHANGED?

1. Not later than December 1, 2014, and every tenth year thereafter, the mayor shall, and at such other times as the mayor deems appropriate, the mayor may, prepare and present to the council a report reviewing the community district map then in force and presenting such recommendations for changes in the map as the mayor deems appropriate.
2. The community councils, city planning department, community boards and other civic, community and neighborhood groups and associations shall be consulted and their recommendations considered in the preparation of the preliminary revision of the community district map.

For further details, please refer to Clause § 24-4 A, B, C, D in the draft legislation attached.

D. WHAT DOES “COTERMINALITY OF LOCAL SERVICES” MEAN?

1. Coterminality of services shall mean that the boundaries of the local service districts of each city agency service shall coincide with the boundaries of community districts.
2. The head of each agency responsible for one or more of the services listed below shall organize the local service delivery districts of such agency as follows:
 - a. To be coterminous with each of the community districts: local parks services; local recreation services; street cleaning and refuse collection services; the patrol services of the police department; and social services, including community services, community development, youth services, child development, and special services for children; and
 - b. To be coterminous with one or more community districts or aggregates of them: housing code enforcement, highway and street maintenance and repair, sewer maintenance and repair, and health services, other than municipal hospitals.

For further details, please refer to Clause § 24-5 A thru K in the draft legislation attached.

E. WHAT ARE COMMUNITY BOARDS?

For each community district there shall be a community board which shall consist of:

1. Not more than fifty persons appointed by the council for staggered terms of two years, and shall serve for a term of four years;
2. The council member of the community board district, as a non-voting member.

For further details, please refer to Clause § 25-1 A, B, C in the draft legislation attached.



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F. WHO ARE THE MEMBERS OF A COMMUNITY BOARD?

1. At least one-half shall be appointed from nominees of the elected council member of the community district;
2. Community boards, civic groups and other community groups and neighborhood associations may submit nominations to the council.
3. Not more than twenty-five percent of the appointed members shall be city employees.
4. No person shall be appointed to or remain as a member of the board who does not have a residence, business, professional or other significant interest in the district.
5. The council shall assure adequate representation from the different geographic sections and neighborhoods within the community district. In making such appointments, the council shall consider whether the aggregate of appointments fairly represents all segments of the community.

For further details, please refer to Clause § 25-1 A, B, C in the draft legislation attached.

G. WHAT ARE THE DUTIES AND RESPONSIBILITIES OF COMMUNITY BOARDS?

1. Hold Public Meetings
 - a. At its discretion hold public or private hearings or investigations with respect to any matter relating to the welfare of the district and its residents, but the board shall take action only at a meeting open to the public;
 - b. Within budgetary appropriations for such purposes, disseminate information about city services and programs, process complaints, requests, and inquiries of residents of the community district;
 - c. Conduct substantial public outreach, including identifying the organizations active in the community district, maintaining a list of the names and mailing addresses of such community organizations, and making such names and, with the consent of the organization, mailing addresses available to the public upon request;
 - d. Except during the months of July and August, each community board shall meet at least once each month within the community district and conduct at least one public hearing each month. Notwithstanding the foregoing, a community board shall be required to meet for purposes of reviewing the scope or design of a capital project located within such community board's district when such scope or design is presented to the community board. Such review shall be completed within thirty days after receipt of such scope or design.
 - e. Each board shall give adequate public notice of its meetings and hearings and shall make such meetings and hearings available for broadcasting and cablecasting. At each public meeting, the board shall set aside time to hear from the public. The area community council shall provide each board with a meeting place if requested by the board.



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2. Work with City Agencies and City Council

- a. Cooperate with, consult, assist and advise any public officer, agency, local administrators of agencies, legislative body, or the community council with respect to any matter relating to the welfare of the district and its residents;
- b. Assist city departments and agencies in communicating with and transmitting information to the people of the district;
- c. Request the attendance of agency representatives at meetings of the community board;
- d. Assist agencies in the preparation of service statements of agency objectives, priorities, programs and projected activities within the community district and review such statements;
- e. Evaluate the quality and quantity of services provided by agencies within the community district;
- f. Each agency shall furnish promptly to each community board on request any information or assistance necessary for the board's work. Each agency shall also report periodically to each board on its service activities programs and operations within the community district.

3. Work with Community Boards of other Districts

- a. Cooperate with the boards of other districts with respect to matters of common concern.

4. Prepare and Submit Reports

- a. Render an annual report to the mayor, the council and the community council within three months of the end of each year and such other reports to the mayor or the community council as they shall require (such reports or summaries thereof to be published in the City Record);
- b. Prepare and submit to the mayor on or before a date established by the mayor, an annual statement of community district needs, including a brief description of the district, the board's assessment of its current and probable future needs, and its recommendations for programs, projects, or activities to meet those needs;
- c. Prepare comprehensive and special purpose plans for the growth, improvement and development of the community district;

5. Elect Officers, appoint a District Manager, Employ Staff

- a. Elect its own officers; adopt, and make available for reasonable public inspection, by-laws and statements of the duties assigned by the board to its district manager and other professional staff appointed, and keep a public record of its activities and transactions, including minutes of its meetings, majority and minority reports, and all documents the board is required by law to review, which shall be made available, in accordance with law, to elected officials upon request and for reasonable public inspection;
- b. One of the board members shall be elected by the other members to serve as chairperson. The chairperson shall use no title other than chair or chairperson of the community board and the other members shall use no title other than member of the community board or community board member, except that any member who is elected or appointed to an official position on the board, including but not limited to, vice-chairperson, secretary,



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treasurer, or chair of a committee or subcommittee of the board shall be allowed to use such title when acting in such capacity.

- c. The chairperson of the community board or his or her representative shall be a member of the district service cabinet.
- d. Each community board, within the budgetary appropriations therefor, shall appoint a district manager and shall be authorized to utilize the services of such other professional staff and consultants, including planners and other experts, as it may deem appropriate, all of whom shall serve at the pleasure of the community board and shall provide the board with the staff support and technical assistance it requires to fulfill the duties assigned to it by this by-law or other law. The district manager shall:
 - i. have responsibility for processing service complaints,
 - ii. preside at meetings of the district service cabinet and
 - iii. perform such other duties as are assigned by the community board in accordance with the statement of duties required of community boards.
- e. Each community board may employ such other assistants as it may require within budgeted appropriations for such purposes or funds contributed for such purpose. Any funds appropriated by the city to enable the community boards to conduct their duties and responsibilities pursuant to this chapter shall be allocated directly to each board subject to the terms and conditions of such appropriations. The basic budget appropriation for the personal service and other than personal service needs of each community board shall not include rent. Within reasonable limits appropriate to each board's location, rent shall be separately appropriated for the board.

6. Participate in Budgetary Planning

- a. Consult with agencies on the capital needs of the district, review departmental estimates, hold public hearings on such needs and estimates and prepare and submit to the mayor capital budget priorities for the next fiscal year and the three succeeding fiscal years;
- b. Conduct public hearings and submit recommendations and priorities to the mayor, the council and the city planning department on the allocation and use within the district of funds earmarked for community development activities under city, provincial or federal programs;
- c. Consult with agencies on the program needs of the community district to be funded from the expense budget, review departmental estimates, hold public hearings on such needs and estimates, and prepare and submit to the mayor expense budget priorities for the next fiscal year;
- d. Assist in the planning of individual capital projects funded in the capital budget to be located in the community district and review scopes of projects and designs for each capital project provided, however, that such review shall be completed within thirty days after receipt of such scopes or designs;



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7. Evaluate Land Use Planning Projects

- a. Evaluate the progress of capital projects within the community district based on status reports to be furnished to the board;
- b. Be authorized to assign a representative to attend any meeting held by a city agency to determine, in advance of drafting, the form and content of any environmental impact statement required by law for a proposal or application for a project in such board's district;
- c. Exercise the initial review of applications and proposals of public agencies and private entities for the use, development or improvement of land located in the community district, including the conduct of a public hearing and the preparation and submission to the city planning department of a written recommendation;

8. Create Committees

- a. Each community board may create committees on matters relating to its duties and responsibilities. It may include on such committees persons with a residence or significant interest in the community who are not members of the board, but each such committee shall have a member of the board as its chairperson. Except as otherwise provided by law, meetings of such committees shall be open to the public.

For further details, please refer to Clause § 25-1 D thru I in the draft legislation attached.

H. WHAT GOVERNMENT FUNDING IS AVAILABLE FOR COMMUNITY BOARDS TO CARRY OUT THEIR DUTIES AND RESPONSIBILITIES?

The City of Toronto 2013 operating budget provides for total expenditures by City Council of \$19,761,700 or approximately \$459,000 for each of the 43 members of City Council. If the total number of council members is reduced by 20 members to 23, representing one council member for each of the 23 community districts, \$9,180,000 (\$459,000 x 20) can be re-allocated to the 23 community boards at approximately \$399,000 per community board. The 20 council members will be redundant, being replaced with 1,150 citizen community board members (23 X 50), or 57 community board members for each of the replaced 20 council members.

http://www.toronto.ca/budget2013/2013_budget_summary/pdf/operating_appendix1.pdf



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I. WHAT IS THE COMMUNITY DISTRICT SERVICE CABINET?

1. There shall be a district service cabinet within each community district. The members of the district service cabinet shall include:
 - a. The head of each city agency shall assign at least one official with managerial responsibilities involving the exercise of independent judgment in the scheduling, allocation and assignment of personnel and equipment and the evaluation of performance or the management and planning of programs; each such official shall have operating or line authority over agency programs, personnel and facilities within the local service district;
 - b. Representatives of other agencies that provide local services on a regular basis in the community district, who shall be the ranking line official assigned to the district;
 - c. The council member of the district;
 - d. A representative of the department of city planning designated by the Chief Planner;
 - e. The district manager appointed by the community board;
 - f. The chairperson of the community board or his or her representative.

For further details, please refer to Clause § 24-5 F and § 24-6 A in the draft legislation attached.

J. WHAT ARE THE DUTIES OF THE COMMUNITY DISTRICT SERVICE CABINET?

1. Each district service cabinet shall:
 - a. Coordinate service functions and programs of the agencies that deliver services in the community district;
 - b. Consider interagency problems and impediments to the effective and economic delivery of services in the district;
 - c. Plan and recommend joint programs to meet the needs and priorities of community districts and their residents;
 - d. Consult with residents of the community district and their representatives about local service problems and activities; and
 - e. Keep a public record of its activities and transactions, including minutes of its meetings.

For further details, please refer to Clause § 24-6 B in the draft legislation attached.



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K. WHAT ARE AREA SERVICE CABINETS?

1. There are 4 urban geographic areas: Etobicoke West, North York, Toronto and Scarborough East.
2. There shall be an area service cabinet within each area whose members shall include the area representatives assigned by the head of each agency delivering services to the area, and the community council, whose chairperson shall be the chairperson of the service cabinet. Each area service cabinet shall:
 - a. Coordinate at the area level service delivery functions and programs of agencies that provide services in the area;
 - b. Consider interagency problems and impediments to the effective and economic delivery of services in the area;
 - c. Plan and develop programs addressed to the needs and priorities of the area and its residents;
 - d. Consult with residents of the area and representatives of the community boards about service problems and activities; and
 - e. Keep a public record of its activities and transactions, including minutes of its meetings.

For further details, please refer to Clause § 24-5 F and § 24-7 in the draft legislation attached.

L. AGENCY BUDGETS AND SERVICE STATEMENTS

1. Each agency with service districts within the community districts and areas shall prepare annually a statement of its service objectives, priorities, programs and projected activities within each community district and each area for the new fiscal year, if requested by the respective community board or community council.
2. By no later than four months after the end of the fiscal year, each agency with service districts within the community districts and areas shall report to the respective community boards and community councils the amount of expenditures within each service district for each unit of appropriation for the preceding year.

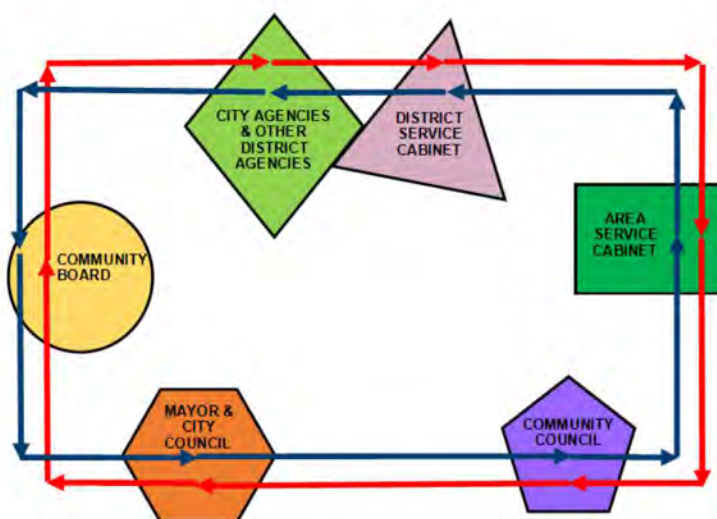
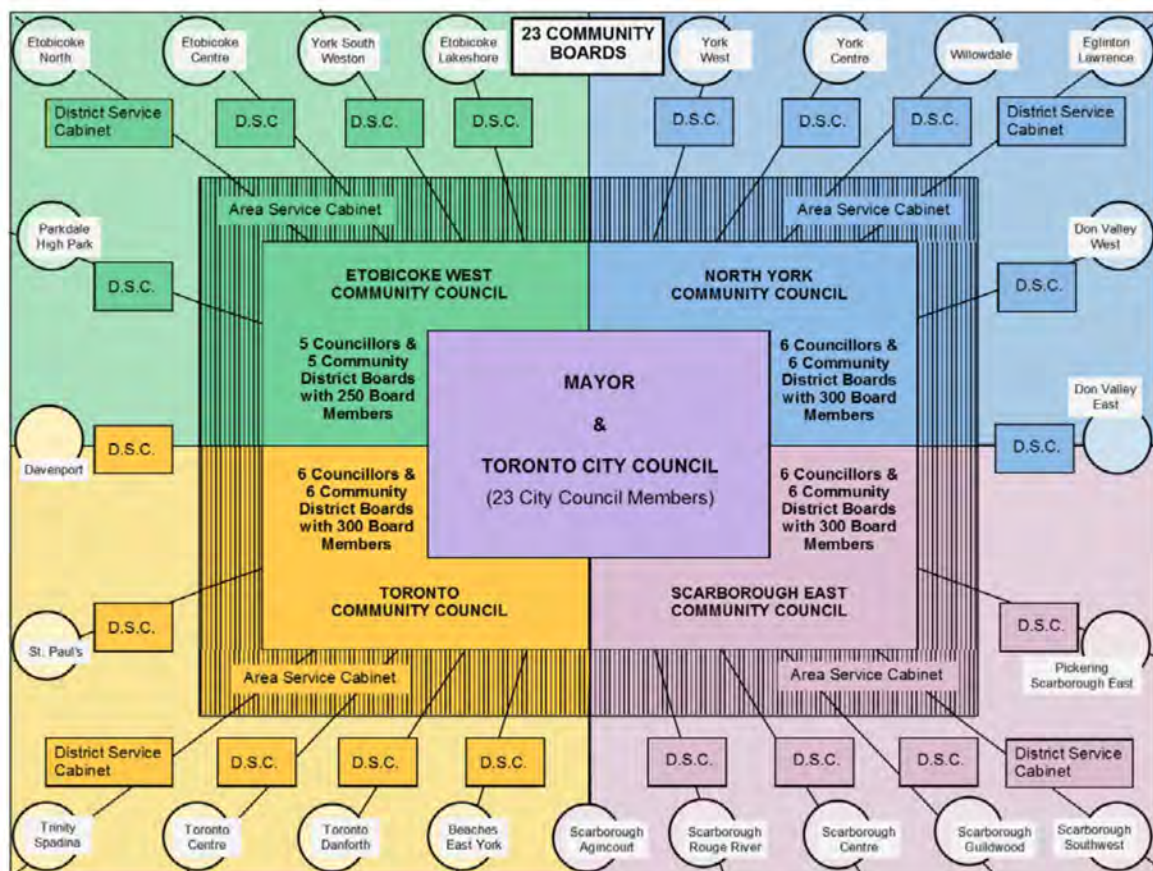
For further details, please refer to Clause § 24-8 in the draft legislation attached.



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M. FLOW OF COMMUNICATIONS TO AND FROM THE COMMUNITY BOARDS





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N. COMPARISON OF TORONTO AND NEW YORK COMMUNITY BOARDS

ETOBICOKE WEST

NORTH YORK

TORONTO

SCARBOROUGH EAST

CITY OF TORONTO



4 Areas – 23 Community Districts
Land Area: 240 square miles
Total Population: 2.542 million

Etobicoke West:	5 – pop. 559,215
North York:	6 – pop. 665,793
Toronto:	6 – pop. 663,465
Scarborough East:	6 – pop. 653,615

Average pop/District: 110,526



5 Burroughs – 59 Community Districts
Land Area: 303 square miles
Total Population: 8.404 million

The Bronx:	12 – pop. 1.418 million
Brooklyn:	18 – pop. 2.592 million
Manhattan:	12 – pop. 1.626 million
Queens:	14 – pop. 2.296 million
Staten Island:	3 – pop. 0.472 million

Average pop/District: 142,440



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PART 2 – DRAFT LEGISLATION FOR TORONTO COMMUNITY BOARDS

DRAFT LEGISLATION
TORONTO MUNICIPAL CODE

CHAPTER 24 - COMMUNITY DISTRICTS AND COTERMINALITY OF SERVICES

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DRAFT LEGISLATION - TORONTO MUNICIPAL CODE

CHAPTER 24 - COMMUNITY DISTRICTS AND COTERMINALITY OF SERVICES

§ 24-1. Definitions.

AGENCY – Refers to any municipal department or agency.

AREAS - Are the particular urban geographical areas.

COMMUNITY COUNCIL - A council committee whose members represent the community districts located in a particular urban geographical area.

COMMUNITY DISTRICTS – Each has the same boundaries as the provincial riding, and lies within the boundaries of a particular urban geographical area.

COTERMINUS – Means having a common boundary. A community district and service district having a common boundary are coterminous.

COUNCIL – The elected members of Toronto City Council.

THE MAP OF COMMUNITY DISTRICTS - The map of community districts shall be according to and coincide with the provincial ridings in effect as of the first day of January, two thousand and fourteen, and shall be continued until modified pursuant to this chapter.

OTHER AGENCY – Refers to an agency other than a municipal agency.

§ 24-2. Declaration of intent.

It is the intent of this chapter to encourage and facilitate coterminous community districts and service districts to be used for the planning of community life within the city, the participation of citizens in city government within their communities, and the efficient and effective organization of agencies that deliver municipal services in local communities and geographic areas.

§ 24-3. Community districts.

A. Each community district shall:

- (1) Lie within the boundaries of a single geographic area and coincide with historic, geographic and identifiable communities from which the city has developed;
- (2) Be suitable for the efficient and effective delivery of those services of municipal agencies required to be made coterminous with the community districts, pursuant to section **§ 24-5** (twenty four - five), including particularly the service and districting requirements of the police and sanitation departments; and,
- (3) Be compact and contiguous and have a population of not more than two hundred fifty thousand persons.

B. Community districts shall be as nearly equal in population with each other as is possible under the criteria in paragraphs one, two and three of subdivision A of this section.

C. With respect to the city's central business district in the ridings of Toronto-Centre, Toronto-Danforth, Trinity-Spadina, from Bloor Street south, the council may adopt as part of the community district map, districts which shall reflect its unique character as the city's financial, business and entertainment center. In so doing, the council shall take into consideration the residential, working and other daytime populations as well as the hotel and transient or other nighttime populations and adhere as nearly as possible to the provisions of paragraph three of subdivision A of this section.

§ 24-4. Preparation and adoption of map.

A. The map of community districts shall be according to and coincide with the provincial ridings in effect as of the first day of January, two thousand and fourteen, and shall be continued until modified pursuant to this section.

Not later than the first day of December two thousand and fourteen and every tenth year thereafter, the mayor shall, and at such other times as the mayor deems appropriate, the mayor may, prepare and present to the council a report reviewing the community district map then in force and presenting such recommendations for changes in the map as the mayor deems appropriate. Such review shall consider shifts in population shown in the most recent decennial census that may require adjustments in the community district map to conform to the criteria in section § 24-3 (twenty four - three). Such review shall also consider whether reducing the size of any community district would provide more efficient and effective service delivery within the district or districts involved. If the mayor's recommendations for changes in the map would produce a community district with a population below seventy-five thousand persons, the mayor may consider whether partial suspension of coterminality within the district is likely to provide more efficient or effective service delivery of one or more of the services for which coterminality is required, and may recommend that coterminality for one or more designated services within the community district and any adjacent district be suspended. The mayor's recommendations for changes shall be referred to as the preliminary revision of the community district map.

B. The community councils, city planning department, community boards and other civic, community and neighborhood groups and associations shall be consulted and their recommendations considered in the preparation of the preliminary revision of the community district map.

C. The mayor shall publish the preliminary revision of the community district map in the City Record and in each area of the city and shall, jointly with the community councils, conduct one or more public hearings on it in each area of the city. Within sixty days after the last such hearing, the mayor shall submit to the council such preliminary revisions of the community district map as he or she deems appropriate.

D. The council shall conduct public hearings on the preliminary revision of the community district map submitted by the mayor and it shall, by resolution, within one hundred twenty days of such submission, adopt, adopt with modifications, or disapprove the map as submitted. If the council adopts the proposed map without modifications, or if the mayor concurs in any modifications adopted by the council, the new map shall be effective as of the date specified in the mayor's proposal or in the modifications adopted by the council and concurred in by the mayor. If the council disapproves the map as submitted by the mayor, or if the council fails to act within the one hundred twenty day period, or if the mayor does not

concur in any modifications adopted by the council, the community district map then in force shall remain in effect.

§ 24-5. Coterminality of local services.

A. The head of each agency responsible for one or more of the services listed below shall organize the local service delivery districts of such agency as follows.

(1) To be coterminous with each of the community districts: local parks services; local recreation services; street cleaning and refuse collection services; the patrol services of the police department; and social services, including community services, community development, youth services, child development, and special services for children; and

(2) To be coterminous with one or more community districts or aggregates of them: housing code enforcement, highway and street maintenance and repair, sewer maintenance and repair, and health services, other than municipal hospitals.

B. Notwithstanding the provisions of subdivision A, the requirement that patrol services of the police department be coterminous with each of the community districts in any area shall not apply to any community district where the mayor, after consultation with the police commissioner, shall determine that establishment of such coterminality would be inconsistent with the most effective delivery of such services. The mayor shall promptly notify the council of any such determination, and the council may, by majority vote, disapprove such determination with respect to any community district within sixty days after the first stated meeting of the council following the receipt of such notice. If the council shall disapprove such determination with respect to any community district, the police commissioner shall organize patrol services to be coterminous with such district within ninety days of such disapproval.

C. The council may direct that city services in addition to those specified in subdivision A of this section be made coterminous with one or more community districts or aggregates of them.

D. The head of each agency whose local service delivery districts are not required to be coterminous with community districts pursuant to subdivision A or C of this section shall organize the local service delivery districts of the agency to coincide as closely as possible to the boundaries of the community districts.

E. For purposes of this section, coterminality of services shall mean that the boundaries of the local service districts of each agency service listed in subdivision A or required to be made coterminous pursuant to subdivision C shall coincide with the boundaries of community districts.

F. The head of each agency responsible for one or more of the services listed in subdivision A or required to be made coterminous pursuant to subdivision C shall:

(1) assign to each such local service district at least one official with managerial responsibilities involving the exercise of independent judgment in the scheduling, allocation and assignment of personnel and equipment and the evaluation of performance or the management and planning of programs; each such official shall have operating or line authority over agency programs, personnel and facilities within the local service district;

(2) assign to each area at least one area commissioner, or official with an equivalent title, who shall have line authority over agency programs, personnel and facilities within the area

related to such services; such official shall consult regularly with the community council and shall be a member of the area service cabinet established pursuant to section **§ 24-7** (twenty four - seven) of this chapter; and

(3) publish semi-annually in the City Record and make available to interested parties a list, by community district and area, of the name, title, office mailing address, and office telephone number of the officials appointed pursuant to paragraphs one and two of this subdivision and to subdivision A of **§ 24-7** (twenty four – seven).

G. The head of any agency may assign or reallocate personnel, equipment or other resources outside a community district to meet emergency needs, special situations, or temporary conditions.

H. Nothing in this chapter shall prohibit any agency from maintaining sub-districts within a community district for purposes of efficient and effective service delivery so long as the combined sub-districts shall coincide with the boundaries of the community district. Nothing contained in this section shall prevent the establishment of any special district authorized pursuant to federal, provincial or local law, the boundaries of which do not coincide with the boundaries of a community district.

I. Each community council may publish an annual report evaluating the delivery, within the area, of the services which are listed in subdivision A, or are required to be made coterminous pursuant to subdivision C, of this section.

J. On or before the first day of December, 2014 (two thousand and fourteen), the mayor shall appoint a task force on service delivery, consisting of no more than ten members, to review the requirements of subdivisions A, C and F of this section. Such task force shall include members appointed upon the recommendation of the council, comptroller, and city ombudsman. The membership of the task force shall include, but not be limited to, community board members, district managers, and representatives of the agencies subject to the requirements of this section. On or before the first day of December, 2015 (two thousand and fifteen), the task force shall submit a report to the mayor and council summarizing its conclusions and presenting such recommendations for changes in the list of services made coterminous pursuant to subdivisions A or C, and in the requirements for such services contained in subdivision F, as the task force deems appropriate.

K. The mayor shall report biennially to the council on the implementation of the requirements of this section. Such report shall include:

(1) an evaluation of the quality of the services delivered to community districts pursuant to subdivisions A and C of this section during the preceding two fiscal years,

(2) a review of the agencies' implementation of subdivisions D and F of this section, and of subdivision A of section **§ 24-7** (twenty four - seven), and

(3) any recommendations for changes in the services listed or in the requirements for those services which the mayor deems appropriate.

§ 24-6. District service cabinet.

A. There shall be a district service cabinet within each community district established pursuant to this chapter. The members of the district service cabinet shall include:

- (1) The agency officials designated pursuant to paragraph one of subdivision F of section **§ 24-5** (twenty four - five);
- (2) Representatives of other agencies that provide local services on a regular basis in the community district, who shall be the ranking line official assigned to the district;
- (3) Each council member whose district comprises all or part of the community district;
- (4) A representative of the department of city planning designated by the Chief Planner of city planning;
- (5) The district manager appointed pursuant to subdivision F of section **§ 25-1** (twenty five - one); and,
- (6) The chairperson of the community board for the community district or his or her representative.

B. Each district service cabinet shall:

- (1) Coordinate service functions and programs of the agencies that deliver services in the community district;
- (2) Consider interagency problems and impediments to the effective and economic delivery of services in the district;
- (3) Plan and recommend joint programs to meet the needs and priorities of community districts and their residents;
- (4) Consult with residents of the community district and their representatives about local service problems and activities; and
- (5) Keep a public record of its activities and transactions, including minutes of its meetings.

§ 24-7. Area agency managers and area service cabinets.

A. The head of each agency delivering services in the areas shall designate one or more senior officials of the agency with line authority as area representatives of the agency with such coordinative or other duties and responsibilities as the head of the agency may specify in a written statement filed in the agency and with the director of operations and the appropriate community council.

B. There shall be an area service cabinet within each area whose members shall include the area representatives designated pursuant to subdivision A of this section, and the community council, whose chairperson shall be the chairperson of the service cabinet. Each area service cabinet shall:

- (1) Coordinate at the area level service delivery functions and programs of agencies that provide services in the area;
- (2) Consider interagency problems and impediments to the effective and economic delivery of services in the area;
- (3) Plan and develop programs addressed to the needs and priorities of the area and its residents;
- (4) Consult with residents of the area and representatives of the community boards about service problems and activities; and
- (5) Keep a public record of its activities and transactions, including minutes of its meetings.

§ 24-8. Agency budgets and service statements.

A. Each agency with service districts within the community districts and areas shall prepare annually a statement of its service objectives, priorities, programs and projected activities within each community district and each area for the new fiscal year, if requested by the respective community board or community council.

B. In preparing such statements for community districts the agencies shall consult with the respective district service cabinets and community boards. In preparing such statements for the area, the agencies shall consult with the area service cabinet and community council. The statements shall be filed no later than the fifteenth day of August with the mayor, council, community board and community council.

C. By no later than four months after the end of the fiscal year, each agency with service districts within the community districts and areas shall report to the respective community boards and community councils the amount of expenditures within each service district for each unit of appropriation for the preceding year.

§ 24-9. Agency information.

Each agency with service districts within the community districts and areas shall make available to each community board and community council current information on its operations and programs within each community district and area.

DRAFT LEGISLATION - TORONTO MUNICIPAL CODE
CHAPTER 25 - CITY GOVERNMENT IN THE COMMUNITY

§ 25-1. Community boards.

A. For each community district created pursuant to chapter twenty four there shall be a community board which shall consist of:

- (1) not more than fifty persons appointed by the council for staggered terms of two years, at least one-half of whom shall be appointed from nominees of the council members elected from council districts which include any part of the community district, and
- (2) all such council members as non-voting members.

One-half of the members appointed to any community board shall serve for a term of two years beginning on the first day of April in each odd-numbered year in which they take office and one half of the members appointed to any community board shall serve for a term of two years beginning on the first day of April in each even-numbered year in which they take office. Members shall serve until their successors are appointed but no member may serve for more than sixty days after the expiration of his or her original term unless reappointed by the council.

Not more than twenty-five percent of the appointed members shall be city employees. No person shall be appointed to or remain as a member of the board who does not have a residence, business, professional or other significant interest in the district. The council shall assure adequate representation from the different geographic sections and neighborhoods within the community district. In making such appointments, the council shall consider whether the aggregate of appointments fairly represents all segments of the community.

Community boards, civic groups and other community groups and neighborhood associations may submit nominations to the council members.

B. An appointed member may be removed from a community board for cause, which shall include substantial nonattendance at board or committee meetings over a period of six months, by the council or by a majority vote of the community board. Vacancies among the appointed members shall be filled promptly upon the occurrence of the vacancy by the council for the remainder of the unexpired term in the same manner as regular appointments.

C. Members of community boards shall serve as such without compensation but shall be reimbursed for actual and necessary out-of-pocket expenses in connection with attendance at regularly scheduled meetings of the community board.

D. Each community board shall:

- (1) Consider the needs of the district which it serves;
- (2) Cooperate with, consult, assist and advise any public officer, agency, local administrators of agencies, legislative body, or the community council with respect to any matter relating to the welfare of the district and its residents;

- (3) At its discretion hold public or private hearings or investigations with respect to any matter relating to the welfare of the district and its residents, but the board shall take action only at a meeting open to the public;
- (4) Assist city departments and agencies in communicating with and transmitting information to the people of the district;
- (5) Cooperate with the boards of other districts with respect to matters of common concern;
- (6) Render an annual report to the mayor, the council and the community council within three months of the end of each year and such other reports to the mayor or the community council as they shall require (such reports or summaries thereof to be published in the City Record);
- (7) Elect its own officers; adopt, and make available for reasonable public inspection, by-laws and statements of the duties assigned by the board to its district manager and other professional staff appointed pursuant to subdivision F of this section; and keep a public record of its activities and transactions, including minutes of its meetings, majority and minority reports, and all documents the board is required by law to review, which shall be made available, in accordance with law, to elected officials upon request and for reasonable public inspection;
- (8) Request the attendance of agency representatives at meetings of the community board;
- (9) Prepare comprehensive and special purpose plans for the growth, improvement and development of the community district;
- (10) Prepare and submit to the mayor on or before a date established by the mayor, an annual statement of community district needs, including a brief description of the district, the board's assessment of its current and probable future needs, and its recommendations for programs, projects, or activities to meet those needs;
- (11) Consult with agencies on the capital needs of the district, review departmental estimates, hold public hearings on such needs and estimates and prepare and submit to the mayor capital budget priorities for the next fiscal year and the three succeeding fiscal years;
- (12) Conduct public hearings and submit recommendations and priorities to the mayor, the council and the city planning department on the allocation and use within the district of funds earmarked for community development activities under city, provincial or federal programs;
- (13) Consult with agencies on the program needs of the community district to be funded from the expense budget, review departmental estimates, hold public hearings on such needs and estimates, and prepare and submit to the mayor expense budget priorities for the next fiscal year;
- (14) Assist in the planning of individual capital projects funded in the capital budget to be located in the community district and review scopes of projects and designs for each capital project provided, however, that such review shall be completed within thirty days after receipt of such scopes or designs;

(15) Evaluate the progress of capital projects within the community district based on status reports to be furnished to the board;

(16) Be authorized to assign a representative to attend any meeting held by a city agency to determine, in advance of drafting, the form and content of any environmental impact statement required by law for a proposal or application for a project in such board's district;

(17) Exercise the initial review of applications and proposals of public agencies and private entities for the use, development or improvement of land located in the community district, including the conduct of a public hearing and the preparation and submission to the city planning department of a written recommendation;

(18) Assist agencies in the preparation of service statements of agency objectives, priorities, programs and projected activities within the community district and review such statements;

(19) Evaluate the quality and quantity of services provided by agencies within the community district;

(20) Within budgetary appropriations for such purposes, disseminate information about city services and programs, process complaints, requests, and inquiries of residents of the community district; and

(21) Conduct substantial public outreach, including identifying the organizations active in the community district, maintaining a list of the names and mailing addresses of such community organizations, and making such names and, with the consent of the organization, mailing addresses available to the public upon request.

E. Each agency shall furnish promptly to each community board on request any information or assistance necessary for the board's work. Each agency shall also report periodically to each board on its service activities programs and operations within the community district.

F. Each community board, within the budgetary appropriations therefor, shall appoint a district manager and shall be authorized to utilize the services of such other professional staff and consultants, including planners and other experts, as it may deem appropriate, all of whom shall serve at the pleasure of the community board and shall provide the board with the staff support and technical assistance it requires to fulfill the duties assigned to it by this by-law or other law. The district manager shall:

(1) have responsibility for processing service complaints,

(2) preside at meetings of the district service cabinet and

(3) perform such other duties as are assigned by the community board in accordance with the statement of duties required by paragraph seven of subdivision D of this section.

One of the board members shall be elected by the other members to serve as chairperson. The chairperson shall use no title other than chair or chairperson of the community board and the other members shall use no title other than member of the community board or community board member, except that any member who is elected or appointed to an official position on the board, including but not limited to, vice-chairperson, secretary, treasurer, or chair of a committee or subcommittee of the board shall be allowed to use such title when acting in such capacity. The city auditor shall investigate any allegations concerning the misuse of a community board title and shall report its findings to the mayor,

the council and the community council in whose area the community board is located. The knowing and intentional use of an improper title by any member of a community board shall be punishable by a civil penalty of not less than one hundred dollars nor more than two hundred and fifty dollars for every infraction thereof.

The chairperson of the community board or his or her representative shall be a member of the district service cabinet.

A member of a community board shall be eligible for appointment to the position of district manager provided that such member does not participate in any manner in the selection of the district manager by the board and resigns as a member of any board prior to or upon assuming the duties of district manager.

G. Each community board may employ such other assistants as it may require within budgeted appropriations for such purposes or funds contributed for such purpose. Any funds appropriated by the city to enable the community boards to conduct their duties and responsibilities pursuant to this chapter shall be allocated directly to each board subject to the terms and conditions of such appropriations. The basic budget appropriation for the personal service and other than personal service needs of each community board shall not include rent. Within reasonable limits appropriate to each board's location, rent shall be separately appropriated for the board.

H. Except during the months of July and August, each community board shall meet at least once each month within the community district and conduct at least one public hearing each month. Notwithstanding the foregoing, a community board shall be required to meet for purposes of reviewing the scope or design of a capital project located within such community board's district when such scope or design is presented to the community board. Such review shall be completed within thirty days after receipt of such scope or design. Each board shall give adequate public notice of its meetings and hearings and shall make such meetings and hearings available for broadcasting and cablecasting. At each public meeting, the board shall set aside time to hear from the public. The area community council shall provide each board with a meeting place if requested by the board.

I. Each community board may create committees on matters relating to its duties and responsibilities. It may include on such committees persons with a residence or significant interest in the community who are not members of the board, but each such committee shall have a member of the board as its chairperson. Except as otherwise provided by law, meetings of such committees shall be open to the public.

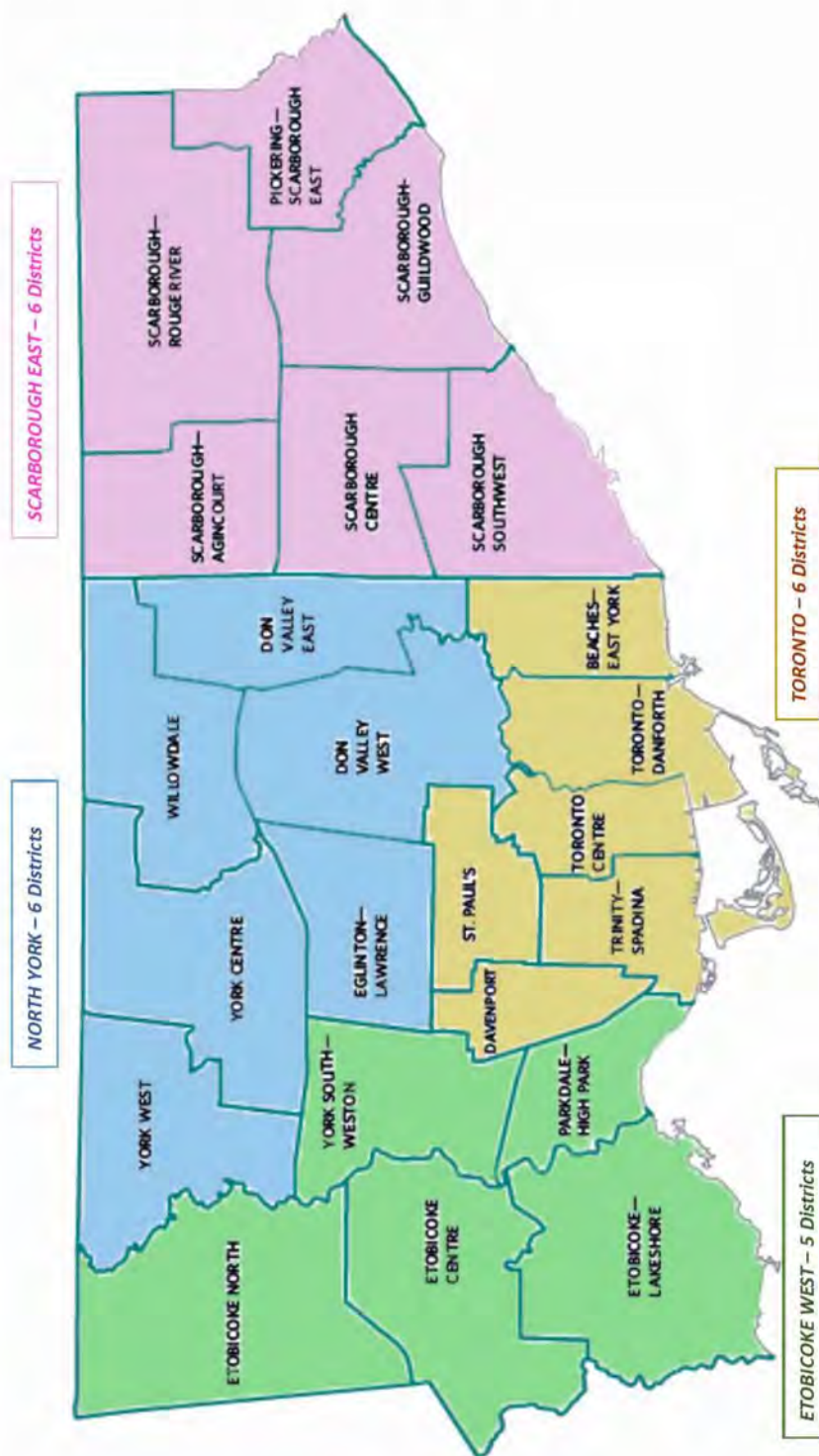
§ 25-2. Actions of community boards.

A. A majority of the appointed members of any community board shall constitute a quorum of such board.

B. Whenever any act is authorized to be done or any determination or decision made by any community board, the act, determination or decision of the majority of the members present entitled to vote during the presence of a quorum, shall be held to be the act, determination or decision of such board.

APPENDIX A.

The map of community districts, provincial ridings as of January 1, 2014



APPENDIX B.

Geographical Areas, Provincial Ridings and Populations as at January 1, 2014

Geographical Areas: ***Etobicoke West***
 North York
 Toronto
 Scarborough East

Provincial Ridings (23) and Populations:

		Population	Total	Average
	<i>Etobicoke West</i>			
1	Etobicoke – North	112,411		
2	Etobicoke – Centre	111,792		
3	York South – Weston	114,539		
4	Etobicoke – Lakeshore	113,914		
5	Parkdale – High Park	106,559	559,215	111,843
	<i>North York</i>			
5	York – West	110,384		
6	York – Centre	113,420		
7	Willowdale	108,454		
8	Eglinton – Lawrence	106,879		
9	Don Valley West	115,539		
10	Don Valley East	111,117	665,793	110,966
	<i>Toronto</i>			
12	Davenport	111,705		
13	St. Paul's	112,449		
14	Trinity – Spadina	106,094		
15	Toronto Centre	114,591		
16	Toronto – Danforth	109,713		
17	Beaches – East York	108,913	663,465	110,447
	<i>Scarborough East</i>			
18	Scarborough – Agincourt	110,669		
19	Scarborough – Rouge River	115,437		
20	Scarborough – Centre	102,922		
21	Scarborough – Guildwood	112,628		
22	Pickering – Scarborough East	106,722		
23	Scarborough – Southwest	105,237	653,615	108,936
Total		2,542,088	Average	110,526



DISCUSSION PAPER TORONTO COMMUNITY BOARDS



PART 3 – DRAFT LEGISLATION FOR TERM LIMITS

DRAFT

TORONTO MUNICIPAL CODE
CHAPTER 2XX, TERM LIMITS

CHAPTER 2XX

TERM LIMITS

ARTICLE 1

§ 2XX-1. Public Policy.

It is hereby declared to be the public policy of the city of Toronto to limit to not more than eight consecutive years the time elected officials can serve as mayor or council member so that elected representatives are "citizen representatives" who are responsive to the needs of the people and are not career politicians.

§ 2XX-2. Term Limits.

Notwithstanding any provision to the contrary contained in this charter, no person shall be eligible to be elected to or serve in the office of mayor or council member if that person had previously held such office for two or more full consecutive terms, unless one full term or more has elapsed since that person last held such office; provided, however, that in calculating the number of consecutive terms a person has served, only terms commencing on or after January 1, 2014, shall be counted.



Community Boards

By Seth Forman

New York City's [community boards](#) represent the city's longest running effort to involve local communities directly in the government. People debate how successful the system of community boards has been, but through them, many neighborhoods have gained a voice in the decisions that affect them.

There are currently [59 community boards](#) throughout New York City. Each Board consists of up to 50 unsalaried members appointed by the Borough President, with half nominated by the City Council members who represent that district. Board members must reside, work in, or have some other significant interest in the community. The Charter Revision Commission recommendations of 1975 gave the community boards a formal role in three specific areas:

- 1. Improving the delivery of city services;
- 2. Planning and reviewing land use in the community
- 3. Making recommendations on the city's budget.

In addition, community boards must be consulted on placement of most municipal facilities in the community.

THE LONELY CROWD

The community boards system has a long history, having evolved from an experiment of former Manhattan Borough President [Robert F. Wagner](#). In 1951 Wagner established twelve "Community Planning Councils" consisting of 15 to 20 members each. The councils were charged with advising the Borough President on planning and budgetary matters. In a very real sense, Wagner's experiment was a prescient response to a well-articulated postwar fear that, to an ever increasing extent, people's lives were controlled by large, faceless bureaucracies. The fight against dictatorship abroad, the dominance of mass culture, and the growth of domestic government at all levels fueled much of this fear. Books with titles like *The Lonely Crowd*, *Growing Up Absurd*, *The Organization Man*, *White Collar*, and *Escape From Freedom* made the bestseller lists of the 1950s. All of these books lamented the fate of the individual in a world dominated by large organizations and looked toward a future in which individuals would regain control over their lives.

Big cities were often the target of this type of criticism. In 1961, the concept of community planning received an enormous boost from [Jane Jacobs's](#) classic *The Death and Life of Great American Cities*. Jacobs argued that the immense increase in the size of America's cities, combined with the increase in responsibility for housing, welfare, health, education, and regulatory planning, had rendered sprawling, metropolitan governments obsolete. "Routine, ruthless, wasteful, oversimplified solutions for all manner of city physical needs" were the only possible result of administrative systems which had "lost the power to comprehend, to handle and to value an infinity of vital, unique, intricate and interlocked details," Jacobs wrote.

Many observers shared Jacobs' concern. The simultaneous exodus of middle-class individuals and businesses to the suburbs and the continued migration of those with low skills convinced many critics that

traditional forms of urban governance needed to be reformed. It wasn't enough for decision-makers to have knowledge of programs and services. "They must understand, and understand thoroughly, specific places," Jacobs wrote, and that could only be learned from the people who lived there.

As a solution, Jacobs recommended "administrative districts," to be run by a "district administrator" which would represent the primary, basic subdivision within city agencies. Her recommendations were taken up in the 1963 New York City Charter, adopted during Wagner's third term as Mayor. The Charter extended the neighborhood-governance concept to the other boroughs, establishing "Community Planning Boards" with advisory powers throughout the city. These boards eventually became known simply as "Community boards."

DECENTRALIZATION

During the 1960s community planning became part of a larger, more highly politicized movement toward "decentralizing" big city government. While many middle-class whites seeking greater responsiveness and accountability in municipal government found it in the fragmented governmental structure of suburbia, growing numbers of Blacks and Puerto Ricans sought to transform highly bureaucratic city agencies through direct democracy. Minority leaders and those who sympathized with them attacked centralized bureaucracies for their rules, their distance from communities, and, in the case of school districts, their inability to improve achievement levels.

New York City made three attempts to heed the call for decentralization: the [community school district system in 1969](#); the Office of Neighborhood Government strategy of Mayor John Lindsay in the early 1970s; and the community board system established in its present form in 1977.

The most controversial of these attempts was school decentralization, in which minority leaders were successful in getting passed a law establishing a system of local school boards elected by parents. Before the law was passed in 1969, experiments set up in three school districts ran into opposition from New York's largest teachers union and resulted in a teacher's strike in 1968. The 1969 law was shaped to satisfy the [United Federation of Teachers](#), but it also provided a modicum of satisfaction to Black leaders and their liberal allies who were demanding that schools be managed by local communities. While there is disagreement over the effectiveness of decentralization in the New York City public schools, recurring scandals involving school board members, some of whom had taken bribes from unscrupulous principals, resulted in the dismantling of the system in 1996.

Despite the 1968 school strike, Mayor Lindsay pushed ahead with his program of decentralization. In 1970, Lindsay declared "the year of the neighborhood" and opened the Office of Neighborhood Government (ONG). Aimed at reducing the lack of coordination among city agencies and improving service-level responsiveness at the community level, Lindsay set up eight demonstration districts headed by district managers. Within these "Little City Halls," managers were assigned to encourage more local planning and to improve service delivery through "service cabinets." Service cabinets were made up of officers of city agencies. In May 1972, City Comptroller Abe Beame released a report charging misuse of funds by the Office of Neighborhood Government. That, combined with agency resistance to decentralization spelled the demise of that office when Beame became Mayor.

Nevertheless, the Office of Neighborhood Government did legitimize decentralization in the city after the disastrous school strikes. Specifically, the concepts of district manager and "service cabinets" were revived in the Community boards established by voter referendum in 1975. Inspired by the Charter Revision Commission recommendations of that year, city residents voted to assign a Board appointed district manager to head the Community boards. They also voted to establish district service cabinets, composed of all local service chiefs from the line agencies and chaired by the district managers. In addition to these two

provisions, city residents also voted to strengthen the Boards' advisory powers in land use, budget, and service delivery; to establish agency coterminality with common district boundaries for all the main line agencies; and geographic budgeting, under which the expense and capital budgets of the city were to be broken out by Community board districts.

ULURP EXPLAINED

Perhaps the biggest change as a result of the 1975 charter revisions was the Uniform Land Use Review Procedure (ULURP) which mandated a community board review and vote on all land use applications, including zoning actions, special permits, acquisition and disposition of city property, and urban renewal plans. The revisions also gave the Community boards the power to draft master plans. In 1990, another Charter revision established, in section 197-a, a process for reviewing Community board master plans. Prior to this change, plans affecting communities were prepared by the Department of City Planning and presented to the City Planning Commission for approval. Section 197-a gave the Boards explicit authority to prepare plans and submit them to the Planning Commission and City Council for approval. Like all plans, "197-a" plans are advisory policy statements. But at the very least, section 197-a obligates city agencies to consider the plan in making future decisions.

HOW COMMUNITY BOARDS OPERATE

The structure of community boards varies greatly, depending on community needs. Some Boards organize committees on the basis of functional areas such as land use review, education, public safety, and the budget. Some Boards establish committees and assign them to the operations of specific city agencies. Still others are organized by area committees, concerned with matters affecting specific geographic parts of a district. Many boards combine all three committee structures.

The district manager plays the pivotal role. It is he who establishes an office and hires staff (within the requirements of [city budget](#) appropriations). The district manager's role includes taking complaints, providing information, administering Senior Citizen Rent Increase Exemption Forms, Housing Assistance Applications, and Half-Fare applications. They also process permits for block parties and fairs and may even handle special projects, organize tenants and merchants associations, coordinate neighborhood cleanup programs, and publicize special events. In addition to this work, every Community board plays a role in the citywide budget process. Each year, Boards submit a "District Statement of Needs," which describes the issues and needs the district faces.

HOW EFFECTIVE ARE THEY?

The community boards vary widely in their effectiveness. In his study "[Community Control and Decentralization](#)," David Rogers found that boards in communities with higher median household income tend to do better at getting their proposals implemented by city agencies than Boards in communities with lower median household income. This is probably because Board members in wealthier communities tend to bring higher levels of skill, leisure time, and contacts than those in poorer communities. Comparative case studies of districts have also found that districts with more homogenous Boards in terms of board members' backgrounds are more effective than those that are ethnically diverse. Ethnically homogenous Boards tend to be more unified and less factionalized than ethnically diverse Boards.

Community boards also vary significantly in the extent they have been able to influence city budgets and land use policy. John Mudd, in his study "[Neighborhood Services](#)," estimated that between 30 and 50 percent of district budget requests are approved, with capital budget requests faring better than expense budget requests. But Mudd also found that districts vary enormously in the quality of their budget submissions and in their budgetary analysis capability.

Currently, only four community board master plans have been approved, eight are in the pipeline, and one was rejected by the City Planning Commission. According to [Thomas Angotti](#), chair of the Pratt Institute's Planning Department, the primary factor in why so few of the 59 community boards have prepared plans is that few have any knowledge of planning and the City Planning Department does not actively promote the 197-a process. In addition, many communities recognized from the outset that master plans are limited in what they can achieve, since they are only advisory. As Angotti points out, "Why should a Community board spend at least two years to develop a plan, and another two years to get it approved, to end up with a document that may not have much legal effect on future land use?"

SOME SUCCESSES

Still, proponents of the 197-a process can point to some [successes](#). A 1992 plan by Community Board 3 in the South Bronx urged new housing development at higher densities than those being developed at the time by city housing programs. The plan provided the basis for amendments to a large urban renewal area, Melrose Commons. A 1997 community plan for a waterfront park at Stuyvesant Cove on Manhattan's east side helped the city attract federal funds for design work and state funds for construction. Also that year, a plan for Brooklyn's Red Hook neighborhood triggered the formation of a committee to monitor bank response to the requirements of the federal Community Reinvestment Act. The plan ultimately resulted in the location of a full-service bank branch in this historically under served area. Even Community boards without master plans are regularly consulted by planners and developers. In the 1980s, Community Board 4, representing the Clinton and Chelsea neighborhoods in Manhattan successfully negotiated 162 units of low and moderate-income housing from the Zeckendorf Company after it had purchased the former Madison Square Garden site between forty-eighth and forty-ninth streets and Eighth and Ninth Avenues.

Community boards were probably oversold as a mechanism for empowering neighborhoods. As is often the case, for those communities with sufficient resources, Community boards appear to be an effective way for local residents to participate in the political process in a meaningful way. Those communities which bring little to the table, however, have either found alternative ways to engage the body politic, or continue their search for a policy-making voice.

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