

## AN ADMINISTRATIVE BOARD.

To overcome some of the drawbacks of the Mayor-Council-Board-of-Control plan, the formation of an Administrative Board, made up of the heads of the various civic departments, with one of their number as chairman, has been suggested. This could be tried by any city in Ontario, without change from the present system, simply by directing the heads of departments to meet once a week for discussion of administrative policies and the taking of joint action, wherever possible without special legislative enactment.

A Mayor, Council and Board of Control could be elected on the plan at present in use, Council retaining its legislative and policy-deciding functions.

Later, if the working of the Board was successful, Provincial legislation could be obtained to enable it to undertake the work now done by the Board of Control. The City Council could then keep in touch with the departmental administration through a small executive committee appointed from their number, to act with the Administrative Board.

### Some Things This Board Could Do.

Arrange for inter-departmental co-operation and the prevention of overlapping of departmental work;

Draw up graded wage scales and a civil service programme;

Make possible such economies as central purchasing;

Bring forward, annually, a draft budget;

Formulate policies to be presented to the Board of Control and City Council;

Attend to details now looked after by various standing committees, thus eliminating the need for such committees.

## Administrative Board Plan.

1. It would make clear the distinction between the legislative and the executive and administrative functions of Government, and would promote continuity of general policy on the part of the city.
2. It would promote co-operation and united action between the heads of departments, preventing overlapping. This co-operation would permit of such economies as central purchasing, and make possible an adequate civil service programme.
3. Responsibility for administrative acts would be fixed, as the heads of departments alone would have the carrying out of the Council's policies.
4. The administration, except as to the decision of general policies, would be entirely in the hands of experts holding office by appointment of Council.

### Limitations.

1. It might lead to dissension and jealousy on the parts of the heads of departments, especially in connection with the preparation of the yearly draft estimates. This, however, would not be so likely to take place as under Commission Government, where such a Board would be elected. The selection of a strong permanent chairman would tend to promote harmony.

It is interesting to note that the Finance Commissioner of Toronto has lately recommended the formation of a Board made up of heads of departments to deal with civil service matters. His report has been adopted by Council, and it will serve to illustrate the possibilities of such a Board with the wider application outlined above.

## EFFECTIVE CITIZEN CO-OPERATION

WHAT IS EVERYBODY'S BUSINESS SHOULD  
BE EACH BODY'S BUSINESS

Issued by the

BUREAU OF MUNICIPAL RESEARCH

813-820 Bank of Hamilton Building, Toronto

Telephone: Main 3620

Bulletin No. 82

November 7, 1919

### Forms of City Government—Story No. 3

## Mayor—Council—Board-of-Control Government

with suggested modifications  
including

## An Administrative Board

"Given non-interference by the elective body in the infinite details of municipal administration, the success of municipal government, as a business organization, depends mainly on the standing of heads of departments and their staffs, and insistence on departmental responsibility."

"Municipal Government in Canada"—Wickett.

## IN CANADIAN CITIES

*the form of government is guided, to a large extent, by Provincial laws and, therefore, differs somewhat in the various Provinces. Government of cities within the same Province may also differ, some cities being granted special privileges under the Provincial Act, or holding special rights under separate charter.*

*For the purposes of this bulletin, however, the Mayor-Council-Board-of-Control Government, as administered in the larger cities of Ontario, is taken as typical.*

### MAYOR—COUNCIL—BOARD-OF-CONTROL GOVERNMENT.

#### What It Is.

THE MAYOR—elected by the citizens at large for a one-year term—is head of the Council and the chief executive officer of the Corporation. He is an ex-officio member of all standing and special committees, and is a member of the Police Commission.

THE COUNCIL is composed of the Mayor, members of the Board of Control and the Aldermen. This body exercises not only legislative and policy-deciding functions, but concerns itself to some extent with the broader details of administration.

There are usually several standing committees appointed yearly by Council. They deal with the management and affairs of the departments under their jurisdiction, and report to the Board of Control. Special committees may also be appointed at any time by the Council.

THE BOARD OF CONTROL is composed of the Mayor, who acts as Chairman, and four Controllors, elected at large for a one-year term. It meets at frequent intervals, makes recommendations as to appointments, deals with the initia-

tion of policies, passes on reports of department heads and committees before submission to Council, prepares the annual draft budget, and keeps in close touch with the administration of the civic departments. It reports to the City Council.

HEADS OF DEPARTMENTS are appointed by the City Council, and hold office at its pleasure. In practice, their appointment is comparatively permanent.

THE LOCAL BOARD OF HEALTH is composed of the Mayor, three residents appointed annually, and the Medical Officer of Health, who is the executive officer. This Board operates under the Provincial Health Act and reports to the City Council.

THE POLICE DEPARTMENT is an independent unit, under the jurisdiction of a Board of three Police Commissioners, one of whom is the Mayor, the other two being a County Court Judge and the Police Magistrate, who are Provincial appointees.

THE BOARD OF EDUCATION is a separate elective body.

IN ADDITION to the above bodies, there are usually a number of auxiliary Boards and Commissions dealing with Hospitals, Libraries and other special community activities. These are under limited and indirect control of the Council, such control meaning, in most cases, only a right to appoint members of the Council, or citizens, to the respective Executive Boards.

### Advantages.

1. The Board of Control meets frequently, and this should make for the prompt dispatch of the city's business.
2. The Board of Control eliminates the need for many special committees. Standing committees are, however, retained.
3. The heads of departments are appointed, and this permits of permanence in their tenure.

### Limitations.

1. The management is too divided and there is uncertainty as to the line of authority.
2. There is no clear separation between the legislative and the executive and administrative functions of government.
3. It does not promote effective co-operation between departments.
4. The Board of Control which, in addition to being a policy-forming body, is also an administrative body, is elected to office. The securing of competent administrators by election is impracticable.
5. The fact that the Board of Control, as well as the Council, is elected by the people, tends to generate friction between the two bodies.
6. The existence of standing committees, in addition to the Board of Control, interferes with the prompt discharge of business and frequently causes serious delays.