

BUREAU OF MUNICIPAL RESEARCH

TORONTO'S CITIZENS CAN CONTROL TORONTO'S AFFAIRS ONLY
THROUGH FREQUENT, PROMPT, ACCURATE AND PERTINENT INFORMATION WITH REGARD TO TORONTO'S BUSINESS.

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TORONTO
CANADA

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The Municipal Electors of Toronto ARE ABOUT TO ELECT FOR A ONE YEAR TERM

- 1 Mayor
- 4 Controllers
- 18 Aldermen
- 18 Members of the Board
of Education

AND FOR A TWO YEAR TERM

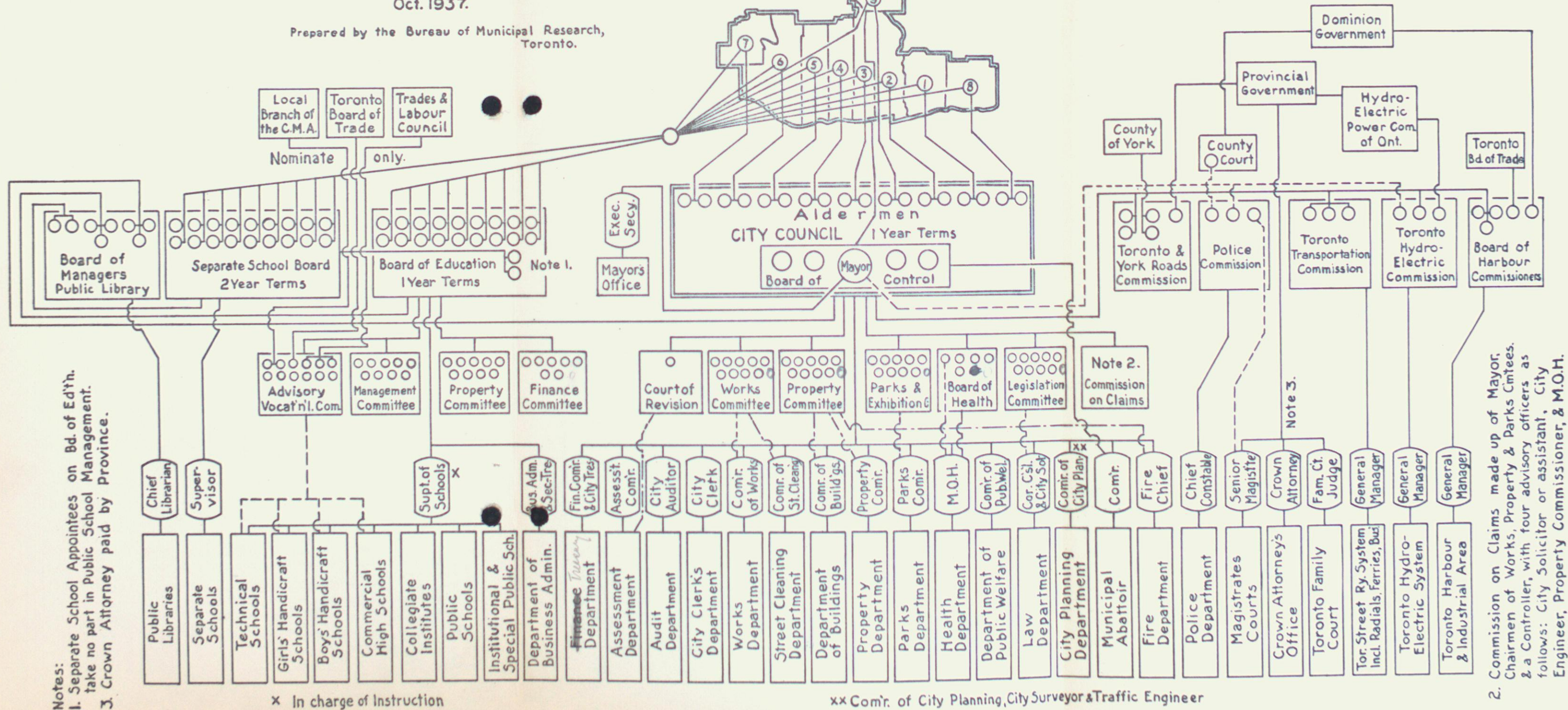
- 9 Members of the Separate
School Board

These men and women will control the expenditure of about \$40,000,000 on current account. Part of this is, of course, debt charges for debt incurred by previous elected bodies. On the other hand those elected this year may incur debts, the debt charges on which will be included in future budgets to be passed by future Councils and Boards.

The chart within gives a general view of the organization of the City of Toronto without including details of intra-departmental organization and will give any interested citizen a general idea of the huge business for which we are about to select directors.

GENERAL CHART of the Present Organization of the City of Toronto, Canada Oct. 1937.

Prepared by the Bureau of Municipal Research,
Toronto.



Notes:
1. Separate School Appointees on Bd. of Ed'n. take no part in Public School Management.
3. Crown Attorney paid by Province.

2. Commission on Claims made up of Mayor, Chairmen of Works, Property & Parks Cmtees. & a Controller, with four advisory officers as follows: City Solicitor or assistant, City Engineer, Property Commissioner, & M.O.H.

SINCE 1905

a great deal has happened. The Annual Reports of the City Treasurer listed eleven departments in 1905 and sixteen in 1936. In 1905 Street Cleaning and Garbage Collection expenditures were given in the City Engineer's Department. Now Works and Street Cleaning are in independent departments.

In 1905 the Commissioner of the Property and Markets Department was also City Architect. Now the Property and Buildings Departments are quite distinct, each with a Commissioner. In 1905 there was no Department of Public Welfare, although about \$115,000 was spent under various public welfare headings, and from 1923 on for some years much of the City's welfare work was co-ordinated under the Welfare Branch of the Health Department. This was later abolished so that now Public Health and Public Welfare, although closely related in function, are distinct, each with its own head. Between 1905 and 1937 much co-ordination of departments which existed was destroyed, and, while there has been some amalgamation and co-ordination, from the standpoint of departmentalization the progress for the most part has, with few exceptions, been backward.

The population is two and three-quarter times larger in 1937 than in 1905. The auto service, owing partly to changes in methods of transportation, has gone up from nothing to \$14,450; Council remuneration from \$18,600 to \$53,600; special grants are nearly 12 times greater; total salaries paid in the Mayor's office three times greater; cost of the Assessment Department seven times greater; of the City Clerk's, with many additional functions, eight times greater; the City Audit Department, also with greatly enlarged functions, 27 times; the Treasury Department seven times; Public Welfare 46 times; the Fire Department eight times; the Health Department 15 times; the Police Department over six times; the Parks Department, apart from the Exhibition Park, 11 times; Public Baths, under Works in 1905, and under Property in 1937, 11 times; Street Cleaning, in 1905 under the City Engineer, six times; deficits on public utilities, 34 times; Schools (including technical, commercial and vocational schools) 11 times; the Telephone Exchange 10 times, etc.

The expenditure on one activity—the markets—has decreased both in total and on the per capita basis. There may be a few others. The following activities, among others, have been added since 1905:—Old Age Pensions and Mothers' Allowances, which were this year taken over by the Province; the Toronto Family Court, the successor of the Juvenile Court; the Detention Home; Police and Fire Departments Garage (owing to substitution of motor-drawn for horse-drawn equipment), and Workmen's Compensation. Of course the whole expenditure on direct unemployment relief has been added since 1905.

Most of these additional activities and many of the increases in expenditure on existing activities were warranted; but the additional expenditures, irrespective of purpose of expenditures, were placed upon real estate assessment which, in 1905, was 89½% of the total general assessment and, in 1937, is 86.1% of the total general assessment. The general assessment in 1905 was \$149,138,789. The general assessment in 1937 (approximate) is \$902,700,427. For schools only there should be added in 1905, \$170,261, and in 1937 \$71,504,166. The tax levy was in 1905, \$2,835,158, and in 1937, \$32,333,302. The mill rate in 1905 for both public and separate school supporters was 19 mills, and in 1937 was 35.70 mills for public and 39.60 mills for separate school supporters, not including rates on certain special assessments. Part of the increased costs have, of course, been due to increased population, increased area, direct unemployment relief, and changes in purchasing power of the dollar. Part has been due to the pressure of citizens for more and better services owing to changed standards of living. There remains a margin of increase—no one can know how large without careful and prolonged inquiry—due to inadequacy of general planning, haphazard departmentalization, absence of city planning and zoning, failure to establish a long-term capital budget, insufficient control of current expenditure, and the continuance of an ineffective type of representative organization. That the increase under this head has not been larger has been due to the system of permanent departmental Commissioners and long-time staff appointments and the separation, so far as it is a fact, of the legislative and administrative functions.

The table below compares, on the mill rate basis, the cost of certain civic functions in 1905 and 1937.

CIVIC FUNCTIONS	EQUIVALENT MILL RATE	
	1905	1937
Overhead.....	1.19 mills	1.34 mills
General.....	5.88 "	9.51 "
Police.....	2.34 "	2.57 "
Fire.....	1.84 "	2.84* "
Welfare.....	0.77 "	5.80 "
Health.....	0.39 "	1.01 "
Parks.....	0.59 "	1.18 "
Schools—		
P.S. Supporters.....	6.00 "	11.45 "
S.S. Supporters.....	6.00 "	15.35 "
TOTAL.....	19.00 "	P 35.70 "
		S 39.60 "

* Change in revenue structure of waterworks in an intervening year.

For services directly to persons the mill rate during the period went up from 7.75 mills to 19.44 mills (on Separate School supporters to 23.34 mills), an increase of 11.69 mills. The increase in the total tax rate was 16.70 mills, so that the greater part of the increase was in services rendered directly to persons. Can or should real estate bear the brunt of the shift in the centre of gravity of civic functions?

SUBJECTS WHICH MIGHT BE MATTERS FOR PUBLIC DISCUSSION IN THE FORTHCOMING MUNICIPAL CAMPAIGN.

1. Election at large of a majority of City Council members.
2. The lengthening of the terms of members of the City Council and Board of Education from one to three years, one-third retiring each year according to the British System.
3. The publication of a tentative budget for 1939 in November, 1938, for discussion at the 1938 civic election, or the adoption of this system at the earliest possible moment.
4. The preparation of a five-year capital budget, revisable annually, after the appointment of a permanent City Planning Commission under the terms of the provincial statutes, and the co-ordination of housing with City Planning and Zoning.