

# BUREAU OF MUNICIPAL RESEARCH

TORONTO'S CITIZENS CAN CONTROL TORONTO'S AFFAIRS ONLY  
THROUGH FREQUENT, PROMPT, ACCURATE AND PERTINENT INFOR-  
MATION WITH REGARD TO TORONTO'S BUSINESS

137 WELLINGTON ST. W.  
TELEPHONE EL. 1904



TORONTO,  
CANADA

*White Paper No. 283*

November 1st, 1943

## MUCH IS HEARD ABOUT POST-WAR PLANNING AND RECONSTRUCTION

Tax Conference Report No. 201 of the Citizens' Research Institute of  
Canada, October 1943, is reproduced herewith as a matter of general interest  
at this time when post-war projects are under discussion.

### Story No. 3—SELECTION AND RATING OF PROJECTS

In view of the large amount of space in the daily and periodical press, and the amount of thought on the part of management, labour and the general public, devoted to various phases of post-war planning, if there is not to be much waste motion, it would seem necessary now as first steps:

- (a) to list the details of each individual project
- (b) to fit these projects into a nation-wide programme.

The Minutes of Proceedings and Evidence of the House of Commons Special Committee on Reconstruction and Reestablishment, March 25, 1943, contain significant "leads" under these headings. The following pages contain certain extracts therefrom which deserve careful study.

It is very evident that not only must the relative merits of suggested individual projects be studied in detail, but careful attention must be given **from both the national and international points of view:**—

- (1) to priorities—material, manpower, transportation
- (2) to financing
- (3) to timing

If this is not done, there is apt to develop between the proponents of the various projects a wasteful competition for priority—without regard to the needs of the country as a whole.

Nor must the fact be overlooked that the needs of industry in the change-over from wartime to a peacetime economy, and the needs of rehabilitating devastated countries, are also parts of the post-war problem regarded as a whole.

# POST-WAR CONSTRUCTION PROJECTS

## Considerations for Evaluating Projects†

### A. GENERAL

1. Will the project increase directly or indirectly the economic or industrial efficiency of the region concerned (or in the country generally)? Give details.
2. Has the project special relationship to additional works which may be necessary for the re-adaptation of industrial plant or other facilities of the district from wartime to peacetime uses? Give details.
3. Is the project concerned with amenities which increase productivity or which help to produce a revenue indirectly (such as highways, waterways, pipe-lines or other transport facilities, communication facilities, certain conservation or land drainage measures, etc.)?
4. Is the project concerned with new construction, additional works, or maintenance or repairs deferred owing to the war?
5. Will the project contribute to the welfare of the community (e.g. in the form of recreational, educational, cultural, public health facilities, etc.)? Give details.
6. (a) To what extent are locally-produced materials and equipment available for the project?  
(b) Will the project compete with existing local industries?
7. In what other ways, if any, is the project of particular relevance or importance in this particular area?

### B. LABOUR AND EMPLOYMENT

8. What employment opportunities does the project offer during and after construction (a) for skilled labour, (b) for semi-skilled labour, (c) for unskilled labour?\*
9. What is its relationship to probable unemployment in the region? Will it absorb labour previously engaged on war work?
10. What are the local circumstances as to labour supply available for the project? Is labour supply adequate or will extra labour be required? Has local labour other part-time employment?
11. What is the estimated labour cost of the project (a) in respect of labour from local sources, and (b) other sources? (See Financial).

### C. FINANCIAL

12. What is the total estimated cost? State date on which estimates are based. State time required to carry out project.
13. Is the project financed, if so, how? Will funds be required beyond one fiscal year? Is assistance required in the way of loans or credits?
14. Give details of the most desirable building and financing plan in respect of timing, for a construction period of up to five years.

Cost items	Summary of Estimated Expenditure					Balance needed to complete project
	1	2	3	4	5	
(a) Land.....	.....	.....	.....	.....	.....	.....
(b) Labour.....	.....	.....	.....	.....	.....	.....
(c) Materials.....	.....	.....	.....	.....	.....	.....
(d) Equipment.....	.....	.....	.....	.....	.....	.....
(e) Administration..	.....	.....	.....	.....	.....	.....
Total.....	.....	.....	.....	.....	.....	.....

15. Will the project be maintained after completion by municipality, province, dominion or other body?
16. Is provincial, municipal or private financing available? Give details.
17. To what extent is the project self-liquidating?

### D. TECHNICAL

18. Has the project been subjected to engineering or other technical study and report? If so, attach copy of study or report.
19. Can an engineering or technical report be furnished, if required? (If so, such report or reports should provide answers to the questions immediately following.)
20. What procedure has been followed in arriving at the estimate of costs?
21. What length of time will be required to complete all necessary plans and specifications?
22. Can work be undertaken promptly once the plans are completed? What preparatory work can be undertaken prior to completion of plans and specifications?
23. How much land is required? Is the land yet acquired? Any other property rights to be acquired?

### E. LEGAL (Property)

24. Is land public-owned or private property? Can land required, if private, be obtained by exchange for public-owned land?
25. Are enabling legislation or by-laws, or ordinances required? Have expropriation procedures been cleared? Does project conform to an existing or projected town, city, or regional plan?

### F. GRANTS-IN-AID

26. If a grant-in-aid is indicated, what controls are to be set up in relation to—
  - (a) Technical specifications, supervision, and inspection during construction, etc.?
  - (b) Labour conditions?
  - (c) Expenditure of funds provided for the project?
  - (d) Maintenance after completion of the project?

\*"We are endeavouring to make connections with people in a position to furnish us with information as to how much skilled, semi-skilled or unskilled labour is likely to be employed on different classes or types of projects, so that when a project comes up for consideration, we will be able to say, that a project in that area will give employment to a certain amount of skilled, unskilled and semi-skilled labour."

## WHAT STANDARDS SHOULD BE APPLIED IN THE STUDY OF SPECIFIC PROJECTS IN DETERMINING THEIR PLACE IN THE PROGRAM?†

The need of some guiding principles in this direction is drawn from experience of works projects as relief measures during the depression period of the 30's. When every allowance has been made for the efforts put into the various public works projects of that period, and also for such progress as was actually made in administrative co-ordination and efficiency, it still remained true that the Canadian works program was inadequate on several counts, among which may be cited:—

A. **Inadequate Co-ordination and planning.** Lack of a single organizing agency, even within the sphere of the federal government; unevenness in the distribution, quality and scope of projects throughout the country; ineffectiveness of supervision in the face of the greatly varying levels of municipal and provincial administrations.

B. **Lack of Continuity.** The emergency character of nearly all works; yearly appropriations from the federal government down, with resultant uncertainties and repeated flurries of provincial-municipal negotiation or recrimination at the beginning of each fiscal year; fluctuations in the volume of work which bore no relation to the total need, or even in some years to the normal construction season.

- C. **Restrictions** — 1. **In the type and scope of projects undertaken.** The great majority were dirt-moving jobs; at a later stage a principle which was more or less implicitly accepted, that all such works should be strictly non-competitive with private business, was much too rigidly interpreted.
- 2. **In the type of employment provided.** Overwhelmingly manual and unskilled labour; the almost universal practice of "rotation" gave only short spells of work to successive relays of men with doubtful effects on their morale and little improvement in their incomes.
- 3. **In the aggregate volume of work and investment.** This was too small, in relation to the total amount of unemployment, to the proportion of the unemployed cared for by direct relief only, or to total national income.

\* \* \* \*

It is vital that selection be not made on purely legalistic grounds or that narrowly-worded legislation lead to routine approvals and rejections. The relation of the projects to economic restoration and to social welfare in general must be constantly in mind.

A new power plant in a strategic location might be worth a hundred road-making projects all over the country. Developments of housing, schools, hospitals, research stations, rural facilities might be abortive if local or other governmental bodies made their plans on the assumption that merely "stop-gap" or manual labour projects were needed.

Even conservation measures which are relatively simple might be hampered from full effectiveness if limits appeared to be placed, e.g., on the use of certain equipment, or powers of land acquisition or land-use enforcement. The corollary in the latter case is that a conservation project should contain assurance of any necessary provincial legislation or municipal by-laws.

To mention one of the more imaginative possibilities, a many-sided program devoted to transforming existing aviation resources to peace-time commercial and private-passenger uses, including continental and trans-Atlantic traffic of all kinds, might be of sufficient weight and impetus to galvanize the whole Canadian economy.

The Bureau of Municipal Research is, and has been from the first, supported by private subscriptions from public-spirited citizens. It has received no governmental or municipal grants, for the reason that its statements of facts and suggestions as to policy, must not only be independent and unbiased, but must be so considered by the general public. The value of the Bureau to the citizens of Toronto depends on its independence as an agency of constructive criticism and citizen co-operation.

†From the Evidence of Mr. K. M. Cameron, Chief Engineer, Department of Public Works, Ottawa, (pages 91-92.)