

Open Letter Issued by the Bureau of Municipal Research, 32 Isabella Street, Toronto 5



# CIVIC AFFAIRS

An independent fact-finding organization  
reporting to the public on civic affairs.

June 28, 1955

## POLICE AND FIRE SERVICES

Fellow Citizens:

On September 14, 1954, the Metropolitan Council authorized a Special Committee of Council, composed of three suburban and three city representatives and the Metropolitan Chairman, to study and report on the advisability of unifying the police departments and the fire departments of the thirteen municipalities comprising Metropolitan Toronto. The Committee was re-established at the Council's inaugural meeting on January 11, 1955 with the following personnel:

C. O. Bick, CHAIRMAN - Reeve, Forest Hill Village  
F. G. Brand - Controller, City of Toronto  
Wm. Dennison - Alderman, Ward 2, City of Toronto  
F. G. Gardiner - Chairman, Metropolitan Council  
W. B. Lewis - Reeve, Township of Etobicoke  
F. J. McMahon - Reeve, Township of North York  
H. A. Phillips - Alderman, Ward 3, City of Toronto

The Committee has heard from elected representatives and departmental officials of the area municipalities and has obtained information and advice from outside sources.

Your Bureau of Municipal Research was invited to submit its views and recommendations and, having accepted the invitation, was given the opportunity of appearing before the Committee on Friday, June 24th. The attached statement was distributed to all members of the Committee several days in advance of the meeting.

*Eric Hardy*  
Director



## BUREAU OF MUNICIPAL RESEARCH

32 Isabella Street

Toronto 5, Ontario

June 16, 1955

### POLICE AND FIRE SERVICES

To the Chairman and Members of the Special Committee  
Respecting Unification of Police and Fire Departments,  
Municipality of Metropolitan Toronto

Gentlemen:

The Bureau of Municipal Research is pleased to take up your invitation to present its views on the possible unification of policing services and of fire services throughout the thirteen municipalities included in the metropolitan federation. We believe that the Metropolitan Council is to be congratulated for its efforts to improve local government services throughout the territory coming under its jurisdiction and, toward this end, for undertaking to give serious study to mooted changes in metropolitan responsibilities.

The Bureau, as members of your Committee already know, is an independent non-profit organization reporting on civic affairs within the area of greater Toronto. The Bureau has been operating continuously since 1914 under an Ontario charter which requires it to be non-partisan. Currently, its work is financed by 240 members and subscribers. In cooperation with a national organization engaged in related research activities, the Bureau maintains a qualified staff of seven persons.

Concern over the increasing problems of local government in this expanding metropolitan area led the Bureau to consider, many years ago, the possibility of some basic change in the existing municipal structure. In due course the Bureau became an early and strong advocate of outright amalgamation of the thirteen municipalities that have since been joined in the metropolitan federation. Policing and fire protection were among those services which, the Bureau felt, might be expected to benefit materially from common management.

The Bureau was fully aware that a development as fundamental as amalgamation could not be accomplished easily or immediately. While advantages might be anticipated in the long run, some problems were to be expected in carrying through the adjustment. Not the least of these was the prior necessity of winning public acceptance for the change. The Bureau was prepared, therefore, to give qualified support to measures by which amalgamation might eventually be achieved. In addition, it has recognized the present federation as a progressive step in itself, whether or not it leads some day to a complete merger of the thirteen area municipalities.

### CHANGES IN RECENT YEARS

Preparatory to making this submission, the Bureau reviewed the position it took earlier on the management of police and fire services in the light of subsequent events including the formation and successful operation of the metropolitan federation. With respect to fire protection, it is suggested that these events have taken nothing from the earlier arguments in favour of unification. Rather, they would appear to have strengthened the case for shifting control of this important



service to the metropolitan level. Turning to policing, it can first be said that the major developments which have reinforced the case for unification of fire services apply also to the police services. Because of the close relationship between policing and other municipal responsibilities, however, a two-level form of government introduces other considerations that are peculiar to this one service.

The following alterations in the situation relate to both policing and fire protection.

1. Since the Municipality of Metropolitan Toronto came into being, improvements have been effected in the firefighting equipment and manpower of suburban municipalities which bring them a step closer to the level of operations within the city proper and, in the case of Forest Hill Village, probably in advance of the City's standards. As a result, unification would now present less significant problems in terms of both advisable improvements in the service and increases in taxation required thereby. A similar improvement has occurred in suburban police services although perhaps the changes have been less extensive.
2. The Province of Ontario withheld any amendment to the Metropolitan Act until it was satisfied that metropolitan operations had attained reasonable scope and efficiency. The decision to put through an amending act at the 1955 spring session of the Legislature serves, therefore, as evidence that the Province now regards the initial unification of the designated metropolitan services as successful. Based on its own observations of the Metropolitan Municipality in action, the Bureau has reached the same conclusion. The Metropolitan Council has demonstrated its ability to set up and direct local government operations over the full area of the thirteen municipalities. And it should be in a position to effect the transfer of and assume responsibility for some further functions without serious difficulty.
3. The extent to which the public has come to favour the operation of municipal services at the Metropolitan level is a matter of opinion. It is obvious that the present federation has gained a goodly measure of public acceptance. What is more, when it was known that the Ontario Government would require the formation of a Metropolitan federation, there were those who spoke in favour of adding police and firefighting services to the list of metropolitan responsibilities. It seems obvious also that more people would be prepared to accept unification of police and fire services today knowing that there is now a metropolitan municipality able to assume these responsibilities.
4. The tragic flood that followed Hurricane Hazel provided new and striking evidence of the ultimate interdependence of police and firefighting services throughout the Toronto metropolitan area. The disaster did not create a new situation; but it did illustrate most dramatically the problem of divided jurisdiction in these protective services. There was never any question, of course, that municipalities which were relatively free from disaster conditions would come to the help of their neighbours. Nevertheless, a number of police and fire departments that are accustomed to functioning independently cannot produce--even with the best will in the world--completely effective coordination of staff and equipment at a moment's notice.

The experience of the hurricane and its aftermath has doubtless led to an increase in the number of citizens who are prepared to support unification even at some cost in terms of municipal taxation.



### Policing Under a Metropolitan Federation

Under any sort of metropolitan federation, the area municipalities may be expected to retain a number of functions which place some responsibilities upon the police. Where such police duties can be readily defined, a metropolitan police force with a proper system of districting should encounter no difficulty in carrying out the work. The patrolling of local streets, the direction of traffic, the provision of temporary shelter for homeless men and similar duties should present no additional problem because the police forces have been consolidated. On the other hand, the continued existence of thirteen sets of local by-laws each containing features peculiar to a particular municipality and subject to recurring amendment would make central supervision of police work more difficult. The problem might be lessened somewhat by the fact that the metropolitan force would be formed by consolidating the thirteen local forces.

Yet the advantage of retaining a local police department to enforce by-laws is not always regarded as an overriding consideration. Many rural and small urban municipalities throughout Canada rely on an outside authority for their policing. Since the war, the police departments of English counties have taken over the entire police responsibilities within their constituent municipalities. But the most striking illustration is the Metropolitan Police District of Greater London. It provides full police services for a population of between eight and nine million people residing in more than one hundred local municipalities each of which has its own by-laws to be enforced.

In considering the implications of a federal structure for police services, there is of course another side to the coin. To the extent that services have been lodged with the metropolitan authority, a unified police force is a logical arrangement and may indeed offer definite advantages over independent police departments operated by the area municipalities. Here again the importance to be attached to the alternative depends on the particular service involved. For example, either local or metropolitan police should be equally effective in patrolling metropolitan park lands. On the other hand, some of the metropolitan service responsibilities would appear likely to benefit from the creation of a Metropolitan Police Department.

Under the terms of the Metropolitan Toronto Act, administration of justice is now a joint metropolitan and county function. The establishment of a Metropolitan Police Force should make it somewhat easier to coordinate the duties of the police officers in relation to the courts. Again, under the authority granted to it, the Metropolitan Council has set up a network of metropolitan traffic arteries. If policing were under a unified command, control of traffic could be improved and the movement of traffic should be facilitated.

One of the 1955 amendments to the Metropolitan Toronto Act authorized the Metropolitan Council to concern itself with civilian defence. It seems evident that a Metropolitan Committee for Civilian Defence would face an easier task if it could coordinate its work with a single overall police force. Similar reasoning can be applied to fire protection.

Although the Province of Ontario has not yet acceded to the request, the Metropolitan Council has petitioned for authority to license twenty-one occupations and trades in which the licensee ordinarily expects to work in several or all of the area municipalities. Among the more important are taxicab owners and drivers, owners and drivers of cartage vehicles, certain of the building trades and fuel dealers. In the practical enforcement of this proposed scheme of metropolitan licensing, a metropolitan police department would be a real advantage.



### PROBLEMS OF DIVIDED JURISDICTION

The Municipality of Metropolitan Toronto embraces an inner area where urban development is continuous and in some sections highly concentrated and an outer area of mushrooming urban growth including new factories and shopping areas and the bulk of the recent housing construction for the metropolis. The outer area is confined in the main to portions of the three large townships of Etobicoke, North York and Scarborough. Divided jurisdiction in police and fire services has developed into a serious problem because of the heavy inter-dependence of all thirteen municipalities and the dynamic growth situation, particularly in the post-war years.

In the case of policing, the twelve suburban municipalities used to obtain some of their policing services from an establishment maintained by the County of York. This arrangement was terminated in January, 1950, and it is only since that time that all the suburbs have endeavoured to build up police complements sufficient for their own growing requirements. For fire protection, the suburban position contrasts most sharply with that in the City because of the continued reliance on volunteers in the majority of suburban municipalities. At the present time, there is still a considerable variation in the quality of police and fire services between one municipality and another, with suburban services in most cases inferior to those provided by the City of Toronto. In some instances, standards are below an acceptable level and in others actual gaps in coverage still exist.

The maintenance of separate protective services by thirteen independent municipal corporations also involves some duplication of staff and facilities that would disappear in the event of metropolitan unification. Informal cooperative arrangements and some limited cooperative agreements have been developed which serve a useful purpose. At the same time, the degree of coordination that has been worked out is obviously inadequate and there would appear to be little prospect that it will ever develop sufficiently to become a satisfactory substitute for unification. Meanwhile, one effect of the present arrangements may be to delay the more fundamental change which a realistic appraisal of present conditions dictates.

### Comparative Analysis of Present Services

In order to disclose the existing differences in the quality of police and fire services, the Bureau has prepared a group of tables which show the size of the establishments and the nature and extent of important equipment owned by the police and fire departments of the thirteen municipalities.

Figures presented in Table I show that, in relation to population, the City of Toronto maintains a police force which is just double the suburban average. Again on a population basis, wide variations exist in the size of police forces between one suburb and another. In five suburbs, the number on strength per thousand population is appreciably below the suburban average. If civilian personnel is included, the contrast between City and suburbs is even more marked.

It should be recognized of course that population alone does not determine the size of the police establishment that a municipality should have. Police services must be available for industrial plants, offices and stores where resident population is almost non-existent. Through its scheme of grant payments, the Province recognizes that liquor outlets place an extra burden upon the police. In addition, the extent of the business properties within a municipality helps to determine the volume of traffic requiring police for traffic control. Nevertheless, the contrasts between one municipality and another are sufficiently sharp that, with only a general knowledge of the individual municipalities, a person can discern real and significant differences in the comparative adequacy of their police establishments.



Figures on the number of firemen per thousand population are set out also in Table I. Here the differences between City and suburbs cannot be as readily assessed because of the large number of volunteers employed in nine of the twelve suburbs. The City's position is obviously more favourable than the suburban average, however, its figure of 1.29 firemen per thousand population compares with 1.05 per thousand in the suburbs of which .38 per thousand is represented by volunteers. The only suburban municipalities whose position on fire personnel per thousand population is stronger than that of the City are Forest Hill and New Toronto. How municipalities such as Leaside should be rated depends on the relative efficiency of a force combining permanent firemen and volunteers.

In fighting fires, a consideration of primary importance is how quickly the firemen can arrive on the scene and begin their work. Volunteers are always at a disadvantage and, on this count alone, their services must be classified as inferior to those of a full-time fire department. Regardless of the volunteers' willingness and enthusiasm, municipalities like Long Branch and Swansea which depend on them entirely cannot therefore provide as high a standard of protection. And to the extent that other municipalities use volunteers in conjunction with full-time personnel, the quality of their service is thereby reduced also.

As in the case of police protection, a comparison of firefighting personnel per thousand population must be considered in relation to the number of business properties, the area to be covered and so forth. A municipality should also take account of the number of fireproof and fire resistant buildings in fixing the size of its fire department. In Forest Hill Village, for example, the incidence of fires in relation to population might be expected to be less than in adjacent York Township. Consequently, the real difference in the fire personnel between these two municipalities is probably greater than the figures alone would indicate.

The information set out in Table II discloses further distinctions in the quality of firefighting services between one municipality and another. The first column shows that the City of Toronto maintains a system of fire alarm boxes that is not matched in any of the suburbs. The Township of Scarborough is equipped with twenty-one alarm boxes and there is a single alarm outlet in Long Branch. The remaining municipalities have none whatsoever. Yet alarm boxes are a recognized feature of a top quality fire protection service.

Measured only against the area to be served, the best coverage of fire hydrants is found in Forest Hill Village with Mimico and York Township ranking second and third respectively. When viewed in combination with the figure on population per hydrant and a knowledge of the number of business establishments, there is no doubt that Forest Hill's coverage is still the best of any municipality in the area. The situation in Etobicoke, North York and Scarborough must be considered in relation to the fact that sizeable areas are still predominantly rural in all three Townships. Comparing the figures for all thirteen municipalities, it would appear that there are no sharp differences to be overcome in the adequacy of the hydrant systems when due allowance is made for population, acreage and other known differences among the individual municipalities.

In looking at the information on the number of fire stations, it should be borne in mind that a single station may serve as headquarters for one, two or even three fire companies. The primary purpose of indicating the actual number of stations is to show the average distance the fire forces must travel in each municipality to respond to alarms. The biggest problems are faced by North York and Scarborough. With their present number of stations, the fire brigades must cover long distances to answer calls from the outlying areas. By contrast, the Township of Etobicoke with six stations has no similar problem.



When considered in combination with the number of personnel and the available mobile equipment, the number of stations is also a factor in determining the quality of fire protection coverage that a municipality is providing. The fact that the City of Toronto operates twenty-eight stations which are well manned and equipped enables the City to maintain a cover-up system which ensures that no part of the City is at any time left with less than adequate protection. In North York, on the other hand, in the event of a two-alarm fire requiring the best equipment from both stations, the remainder of the municipality must be left with little or no protection.

No table has been prepared to enumerate the fixed equipment and facilities of the police departments. The actual number of stations in relation to area and population is probably of less importance in police work than in the case of fire services. At the same time, some of the variations in fixed police equipment other than stations are of real significance. Toronto policemen have access to some three hundred patrol boxes which assist them in keeping in touch with the district stations and the central headquarters. There are no patrol boxes in any of the suburbs. The City also maintains a teletype service with receiving and sending facilities. Eight of the suburbs have receiving units only and four are without teletype equipment altogether.

Table IIIA provides an inventory of the fire trucks and cars owned by the thirteen municipalities. Information on the age of the trucks is set out in Table IIIB. It would require considerable technical knowledge to analyse precisely the comparative situation of the various municipalities on mobile equipment in relation to their actual needs. In addition, the results of the analysis would have to be presented in quite a lengthy statement. The purpose of these tables, however, is not to give precise ratings to the various municipalities on their protective services. Rather the intention is to show the wide variations in the number, types and age of equipment from one municipality to another. Such differences directly affect the relative quality of service. Without endeavouring to indicate precisely how each municipality rates, such points stand out, for example, as a shortage of equipment in North York in relation to its population and some deficiencies by present day standards in the types of equipment owned by Scarborough.

Looking at the tabulation of pumper trucks, one should attach proper importance to the output in gallons per minute that the equipment will produce. When used to fight a serious fire, a pumper of three hundred gallons per minute capacity is greatly inferior to the largest units which will supply 840 gallons per minute. Indeed, both the City of Toronto and the Town of Mimico regard their 300 g.p.m. pumpers as obsolete and ready to be scrapped.

Seven of the Toronto suburbs attempt to get along without aeriels in spite of the fact that there are some tall buildings in each of them. In eight of the thirteen municipalities all or some of the mobile equipment is fitted for radio communication although in one case such equipment is confined to the chief's car. In the remaining five municipalities no radio equipment has as yet been installed.

Looking at Table IIIB, it can be seen that a considerable proportion of the equipment owned by both the City and the suburbs is by no means new. Of the forty-eight trucks owned by suburban municipalities, no less than twenty-one were produced ten or more years ago. Twelve of the City's forty-eight trucks come in the same category. Further, at least some of these older vehicles must now be outmoded and in need of immediate replacement. Seven suburban and eleven city trucks, for example, are prewar models.

A tabulation of police cruisers, motorcycles and other police vehicles is presented in Table IV. In order to gauge fully the relative position of each municipality, it would be necessary to rate the alternative utility of motorcycles and



cruisers. Without going this far, it is still quite apparent that the City is much better equipped on a population basis than the suburbs. It owns more than its proportionate number of cruisers, better than three times the suburban complement of motorcycles and also has more than its share of special units. Among suburban municipalities, wide variations in equipment are evident. Forest Hill Village holds an obvious first place while, among the larger suburbs, Scarborough is in the lead.

With but two exceptions all police cruisers operating within the Metropolitan Municipality are radio-equipped. Only a fraction of the City's motorcycle fleet are fitted with radio while less than half the number owned in the suburbs have such equipment. A point to note is that York Township, which depends more than the average upon motorcycles, has yet to equip any of them with radio.

It is quite evident that the burden of traffic control work at present necessitates more motorized police equipment within the City proper than throughout the suburbs. This particular requirement helps to account for the very large number of motorcycles which the City of Toronto now operates. A contrasting point is that in each of the three townships, there is an even larger area to be patrolled than in the City. On balance, one might expect that a unified police department would feel obliged to purchase additional motorized equipment in order to bring the whole area up to a reasonable standard.

#### Duplication

A review of the statistical tabulations also suggests something of the duplication of manpower and equipment that is found today among the police and fire departments of the thirteen municipalities. At the present time, each municipality must engage a police chief and a fire chief who qualifies by training and experience to take complete charge within his own territory, knowing that the life and property of the citizens may be at stake. Forest Hill Village has, of course, combined the two positions. With unification of either the police or fire services, a system of districting could be worked out which would permit some eventual reduction in the number of senior personnel without increasing the risk factor. An undertaking to absorb all present staffs would naturally delay the maximum adjustment for some years.

Looking at the equipment picture, it would appear that the greatest problem of duplication arises in the case of the smaller suburbs. As one illustration, seven of the suburbs maintain a single fire station each. Yet they vary in population between slightly over 8,500 and just under 18,400. If a single station is adequate for Forest Hill Village, the largest municipality in the group, an uneconomical expenditure is involved in the maintenance of stations by the smaller municipalities. Similarly, pumper trucks are a basic requirement of any firefighting service; to furnish maximum protection, moreover, the trucks should be able to pump 840 gallons per minute. Yet the smaller municipalities tend to operate with pumpers of reduced output. And a municipality with only one pumper which needs to improve its position has only two alternatives: it can double the number of units; or it can elect to do nothing at all.

A similar lack of flexibility applies to the smaller municipalities in regard to their motorized police equipment. To take one example, the three Lakeshore municipalities operate five police cruisers including, as it happens, one part-time cruiser. As a combined Lakeshore service, four full-time cruisers would surely provide better service and at somewhat less cost.

Another significant area in which duplication exists is communications. Today there are nine separate radio communications systems serving the thirteen municipalities in Metropolitan Toronto. The City of Toronto acts for Leaside and Swansea and New Toronto for the other Lakeshore municipalities; the remainder carry on independently.



A single radio communications system has long been advocated by both lay and professional persons. Some duplication is also present in teletype services as well as gaps in the desirable coverage. A further point of concern is the fact that all thirteen municipalities operate their own independent telephone services for both police and fire calls. Forest Hill Village has a combined switchboard for the two protective services while in two municipalities, Leaside and Swansea, the police telephone is the same number as for the municipal offices.

#### Cooperative Arrangements

In view of the importance of services required for the protection of life and property, it is disturbing that more has not been accomplished by way of formal agreements between municipalities which would provide advance assurance of mutual aid. To illustrate, the present number of radio communications systems represents an actual increase over earlier years.

When emergency police or fire calls are put through in error to the City's central switchboards, the operators must accept the responsibility of relaying the calls to the suburbs or referring the person who calls to the suburban number. The volume of calls mistakenly placed with the City by suburban residents is quite substantial. At one time, York Township paid for a direct line connection with the City's police switchboard so that such calls could be re-routed more speedily. However, none of the suburbs now maintains a direct line for transferring either police or fire calls received by the City. Whether or not there are direct lines, the City switchboards are providing a gratuitous service. In the absence of direct lines or, better still, two central switchboards for the whole area, it has been suggested that delays are being experienced in emergency circumstances that should not be allowed to continue.

Because the City's facilities are generally superior, informal cooperation is weighted in one direction with the burden falling on the City taxpayers. The City's continuing load of misdirected police and fire calls is only one instance. The City Police Department tends to act as a clearing house on police contacts with other cities and with other countries. The fact that most of the suburbs are within the Toronto postal districts encourages this practice. The City of Toronto is also the only municipality which maintains a full-fledged Criminal Identification Bureau. While police officers from suburban municipalities draw on these facilities, their municipalities do not compensate the City for the help that is obtained.

On May 31, 1954, the City Council approved a plan for entering into cooperative agreements with the suburban municipalities to cover the cost of emergency fire-fighting assistance which may be rendered by the City. Initially the offer was accepted by two municipalities. Four other suburbs have since undertaken to execute reciprocal agreements in the form proposed by the City. Two of the remaining suburbs have written declining the City's offer. One regards a cooperative agreement with an adjacent suburb as quite sufficient; the other, which has only a volunteer force, points out that it has never called for assistance from outside municipalities and believes it is capable of handling its own district. The remaining four suburbs have failed to respond to the City's offer. In the Bureau's opinion, the lack of a mutual aid agreement between the City and six suburban municipalities constitutes a definite weakness in the current arrangements for fire protection in this area.

#### ONTARIO MUNICIPAL BOARD REPORT

The main purpose in providing detailed information and comments on the existing police and fire services of the thirteen municipalities has been to demonstrate that the present pattern of operations is unsatisfactory for an expanding metropolis of 1½ million people. So long as police and fire services continue as an independent responsibility of the local area municipalities certain shortcomings can



hardly be avoided. As members of your Committee know, the entire question was debated at length at the time of the amalgamation hearings and the resulting decision and recommendations with respect to police and fire services were incorporated into the Ontario Municipal Board's Report. In the circumstances, it is perhaps unnecessary to present more elaborate evidence at this time.

Although the Municipal Board did not recommend immediate establishment of metropolitan police and fire departments, the Report favoured such a development eventually. The relevant wording stating the Board's considered views runs as follows: "... the advantages of unified control of a number of the municipal services ... was fairly well established, at least with respect to such essential services as ... the protection of persons and property ..." (page 36).

In later sections of its Report, the Municipal Board made it plain that it was recommending transfer to metropolitan control of only those services for which there was, in the Board's opinion, an urgent need and an adequate justification in the light of all counter arguments. Further, the Report summary included the following sentence: "The Board has also quite frankly attempted to prepare a plan which may be considered acceptable and practicable and not too far in advance of the existing general level of public opinion and information in the whole metropolitan area." (Page 89)

Among the reasons advanced by the Board for its rejection of outright amalgamation was the conscientious opposition to such a development by eleven of the twelve suburbs. (Page 31) At the same time, the Report noted that most of the respondent municipalities did not seriously dispute the need for coordination of certain of the services (pages 26 and 36). The Board was also concerned that prolonged administrative confusion of the most serious kind would follow a sweeping change in the governmental structure (page 28). Its members were fearful as well of a concentration of duties and responsibilities in a single all-powerful council. (Page 29).

In spite of these reservations, the Board went on to suggest that its proposed federation plan was intended to be flexible. What is more, it expressed an interest in "the gradual and orderly transfer to the central authority of certain additional powers which may now be described as desirable but not immediately essential". (Page 45) When read in conjunction with the Board's earlier statement on the advantages of metropolitan control over the protective services, it seems quite obvious that the above comment indicated support for the idea of an eventual transfer of police and fire services to the metropolitan level of government.

The remaining major argument adopted by the Board in rejecting complete amalgamation concerned finance. On this subject the report said "... the immediate creation of a single municipal government would result in a substantial increase of taxation due to the practical necessity of bringing all suburban wage and salary scales and working conditions up to City levels, which in most cases are higher than in the suburbs." (Page 29) There is no doubt that two of the services that the Board had in mind were policing and fire protection.

#### Is Finance the Over-Riding Consideration?

Applied to the protective services, the financial argument against unification raises three disquieting questions:

- 1) Generally speaking, can there be continuing differences in salary levels which are not reflected in corresponding differences in the qualifications or calibre of personnel?
- 2) Are marked differences in expenditure levels on policing and fire protection a reflection of over-spending in some municipalities, under-spending in other municipalities or a combination of the two?
- 3) Is there genuine necessity for any part of the Toronto metropolitan area--a community with strong financial resources in comparison with other parts of Canada--to put up with deficiencies in such vital services as fire and police protection over any extended period of time?



In both police and fire service - bulk of the current expenditures go to pay salaries. In 1954, more than eighty-six per cent of the City of Toronto's Fire Dept. Lack of adequate policing services in a community is bound to have adverse effects. Gambling, stealing, violation of the liquor and narcotic acts and similar offences against society may increase. Crimes of violence are apt to occur more frequently. Juvenile delinquency is likely to gain ground. A shortage of police personnel may lead to inadequate enforcement of parking regulations, increasing traffic congestion and higher accident rates. The sanitary supervision of eating establishments may suffer neglect. In short, although the penalties of an insufficient police budget do not lend themselves to statistical measurement, they soon become quite evident to the citizen.

Similarly, fire protection which is less than satisfactory will exact its price in property damage, personal injuries and loss of life. In addition, fire insurance premium rates are related in the long run to the incidence of fire losses. The cost of individual coverage is even more directly tied to the quality of the fire service, taking account of such points as the distance of a building from the nearest hydrant. Nevertheless, with some such specific exceptions, premium rates are uniform throughout the metropolitan area and reflect the average quality of fire protection services rather than the individual ratings of particular municipalities.

A means of measuring the quality of fire protection services in the separate municipalities is available, however, in the ratings established by the Canadian Fire Underwriters. In the United States, the corresponding ratings compiled by the National Board of Fire Underwriters are published annually and publication provides an incentive to those municipalities whose standing is low to improve their position. For some reason, the Canadian ratings are held confidential and the Bureau was unable to obtain access to them. But the Committee should be able to secure this information from the municipalities themselves or from the C.F.U. with their consent. The comparison ought to prove quite revealing.

THE FINANCIAL PROBLEM

Whether or not the cost involved should take first priority, it obviously warrants attention in any consideration of the unification of police services and of fire services. With this point in mind, a statement has been prepared showing total and per capita expenditures on police and fire services in each of the thirteen municipalities. The information is contained in Table V. Expenditures cover the calendar year 1953, the latest period for which figures were readily available. Per capita calculations have been worked out using the population estimates of the same year.

For both police and fire services, the per capita expenditures incurred by the City of Toronto were more than double the averages for the suburban municipalities. Surprisingly enough, the difference was greater in the case of the police services in spite of the fact that volunteers play such an important part in suburban fire protection.

Within the suburbs themselves, the range in per capita expenditures was also very wide. Forest Hill Village spent considerably more per capita than any other suburb for both police and fire protection. A high level of expenditure on fire protection brought its outlay per person for both protective services above the corresponding figure for the City of Toronto. Forest Hill spent nearly ten times as much per capita on fire protection as the Village of Long Branch; its per capita outlay for policing was more than  $2\frac{1}{2}$  times the expenditure in North York. Among the suburban municipalities, greater differences showed up in the per capita expenditures on fire protection than in the case of police protection. The explanation of the difference lies in the use of volunteers by many of the suburbs for firefighting purposes.



In both police and fire services, the bulk of the current expenditures go to pay salaries. In 1954, more than eighty-six per cent of the City of Toronto's Fire Department expenditures was required for this purpose. In the case of the Police Department, the figure was not far short of eighty-nine per cent. If Table V is compared with Table I, a fairly close correlation can be seen between police expenditures and personnel establishments allowing for the fact that the figures represent different periods of time. In the case of fire services, a relationship between the figures in the two tables is not so apparent because of the existing combinations of volunteers and full-time personnel.

Next, let us consider in general terms the kind of financial adjustments that might be anticipated as a result of the unification of either the police or fire services. First of all, uniform pay scales based upon training, experience and length of service would have to be adopted for all employees of both services, including civilian staffs. Next, a consolidated fire department would find it quite difficult to continue the use of volunteers. In any event, once the cost of fire protection has been pooled as part of the metropolitan levy, local citizens would not be satisfied with the difference in the quality of service that the use of volunteers necessarily represents. The above two steps would constitute an absolute minimum adjustment. In order to hold to this minimum, no expansion in personnel or mobile equipment could be undertaken. Rather, the present personnel and equipment would have to be redistributed with the objective of securing a more even quality of service throughout the thirteen municipalities.

It would of course be most difficult to resist further changes. The transfer of jurisdiction might be expected to bring an immediate demand that personnel be increased and equipment and facilities improved in order to bring all parts of the metropolitan area up to the highest level of service now existing in any one of the thirteen municipalities. And certainly residents of areas that have developed particularly good services would oppose any move to spread their resources more thinly in order to boost the level of services in other areas. In other words, a metropolitan police or fire department would doubtless be urged to embark almost immediately upon a programme of adding to staff and equipment.

Dealing more specifically with equipment, unification of either service would at once require the establishment of a central telephone switchboard and the conversion of radio transmission services to a common wave-length. In all probability, the new fire department would have to step up the purchase of new trucks in order to replace those that are obsolete and to add to the total number. Several new fire stations would be another early priority. In addition, a Metropolitan Fire Department would probably ask for funds to extend the alarm box system into suburban municipalities. In the case of the police service, an increase in the number of cruisers, motorcycles and trucks would be demanded. And an extension of the network of patrol boxes to the suburbs would likewise come under consideration.

A complete programme for unification of both police and fire services, if undertaken all at one time, would require a combined current and capital expenditure which would add substantially to the tax burden. Yet expenditures on the protective service will likely continue on the increase whether unification is adopted or not. By planning a unification programme well in advance including a careful timing of improvements, more effective police and fire services could be developed without an alarming jump in taxes.

Since the Ontario Municipal Board brought down its Report, a partial leveling of police and fire salaries between the City and suburbs has been accomplished. Throughout the area municipalities, unionization of police and fire forces is now almost universal. Police in all municipalities enjoy the 40-hour, five-day week. Firemen are uniformly on a 56-hour week with the single exception of those employed by York Township. Their work week may, however, be spread out over five, six or seven days.



Full information on pay scales in the different municipalities is quite difficult to obtain. However, the Bureau has secured sufficient data from a variety of sources to acquire some appreciation of the problem involved in bringing salaries to a uniform level. In the City of Toronto, the rates of pay for firemen in various job classifications are somewhat higher than the corresponding rates for policemen. By contrast, a number of suburban municipalities either maintain identical pay scales for the two protective services or reverse the differential. As a consequence, the average differences in pay between the City and the suburbs are greater in the case of fire services.

In order to determine the precise cost of equalizing rates of pay at city levels, it would be necessary to tabulate by rank each individual suburban full-time employee. While the Bureau has not undertaken to work out such exact figures, its assessment of the existing data would suggest that the average upward adjustments in pay required to bring suburban firemen to the City pay levels might run somewhere in the neighbourhood of fifteen per cent of their present salaries while in the case of the police, the needed increase would perhaps be closer to ten per cent. Applying these percentages, some very approximate figures have been prepared in order to indicate--very broadly--the comparative cost of unification of the two services.

Establishment of a Metropolitan Police Force might require initial pay adjustments amounting to some \$250,000 per annum. Let us assume that it is decided in addition to increase the police establishment by the number that would be required to reduce by one-third the present staff differential between City and suburbs in relation to population. The decision would involve a further current expenditure at 1955 wage rates of about \$1 million per annum.

Turning to capital equipment, it is impossible to estimate the cost of providing a central switchboard. The outlay is one, however, that could certainly be viewed as a prudent expenditure. No figure is suggested either for replacing the nine radio communications systems with a single metropolitan system. This change would not appear to involve a very sizeable expenditure. Along with an increase in the police personnel, consideration might be given to the purchase of more cruisers and motorcycles and possibly a smaller number of specialized vehicles. An expenditure of \$100,000 might prove quite sufficient.

While the total number of full-time firemen employed by the suburbs is considerably less than the number of policemen, the fact that larger increases are needed to equalize pay scales might bring the necessary outlay not far below the figure of \$250,000 per annum suggested for police unification. In addition, a number of new employees would have to be recruited at once in order to replace the volunteer firemen. Suppose the decision were to hire seventy-five full-time firemen at an average salary of \$4,000 to take over the work of the more than two hundred volunteers. The annual current expenditure, as a result, would be \$300,000. If, in addition, it was decided to add sufficient personnel initially to reduce by one-third the remaining differences in strength between City and suburban establishments in relation to population, a further current expenditure of some \$400,000 might be anticipated.

As with the calculations on police unification, no information has been obtained on which to base an estimated cost of a central telephone switchboard and consolidation of radio communications services. For a fire department, purchases of motorized equipment are much more costly than for a police department. The figure of \$100,000 suggested for procurement of additional police vehicles would not go very far when applied to fire department purchases. Even more costly would be the construction of new fire stations needed to improve the coverage of the outer suburbs. Indeed, an initial programme for these two purposes might easily exceed \$1 million.

The need to contemplate an early increase in either police or fire personnel as an outcome of unification may perhaps seem questionable. Figures showing the strength of police and fire departments in large American cities, however, support the contention that such a move is necessary. The Municipal Year Book issued by the International City Managers' Association gives the average number of police and fire employees per thousand for the eighteen United States cities of over 500,000 people. Compared with a figure for the City of Toronto of 1.31 fire department personnel per



thousand population (Table I), the average for the eighteen cities is 1.43 fire employees per thousand population and compares with 2.37 per thousand population for the eighteen cities. Following unification a timetable should, it is suggested, be drawn up to work up to establishments over the whole area of the personnel ratios that the City has already achieved.

#### The Effects of Unification on Metropolitan Taxpayers

Plainly, unification of either police or firefighting services on a proper basis would result in an increase in taxation for the average taxpayer. The initial cost of unifying the thirteen fire services would be heavier than the equivalent consolidation of police departments. After the fire department had met certain heavier capital expenditures, however, the continuing increased load would not be much greater than for the police services.

Changes in the tax level to be faced by individual municipalities would be greater as a result of unification of fire services because those municipalities employing volunteers have been taxed very lightly for their fire protection.

Following unification of either service, the transfer to a metropolitan levy would redistribute the entire cost in such a way as to put the heavier burden on those municipalities and individual taxpayers with the larger real property holdings. The adjustments would give everyone a fair return for the tax dollars expended. In the long run, therefore, it would enable the citizens of the metropolitan area to support a higher quality of service with less difficulty than some taxpayers may presently be encountering.

In studying municipal expenditures it has been commonly observed that the per capita costs of local services are generally higher the larger the city. On occasion, this point has been introduced into arguments presented in opposition to unification of services in a metropolitan area. But to suggest that a division of a metropolitan area into a number of independent municipal compartments will reduce per capita costs is surely to miss the point. Expenditures per capita are normally higher in larger cities because they naturally require more costly amenities. Divided jurisdiction in a large metropolis can only reduce the per capita cost of a municipal service by sacrificing something in the quality of the service. One reason why Metropolitan Toronto needs unification of its police and fire services is to bring them to more efficient levels especially in the fast-growing outer areas. While under unification the cost of these services will increase, there is every reason to expect equivalent improvements in the quality of services.

#### PROPOSED ACTION

1. The Bureau respectfully suggests that your Committee declare itself in favour of planned unification of both the police and fire services.
2. It is further suggested that a timetable be drawn up which allows ample opportunity to prepare for and organize the transfer of these services in an orderly fashion.
3. An application might be made to the Province of Ontario for an amendment to the Metropolitan Act in time for it to be brought down at the next spring session of the Legislature. The changes authorized, however, would not need to take immediate effect.
4. In the Bureau's view, it would be most desirable for the legislation to permit the unification of the two services at different times. The earlier consolidation might be scheduled for January 1, 1957.
5. It is suggested that the police departments be consolidated first since this change appears to be less complicated and less costly.
6. A date for the consolidation of the fire departments might be held in abeyance until the success of police unification is assured. Meanwhile, the amending legislation might authorize the Metropolitan Municipality to make grants to the local fire departments to support improvements and where necessary standardization in capital equipment and facilities.

D. W. LANG, Q.C., President

ERIC HARDY, Director



TABLE I

## POLICE AND FIRE PERSONNEL

Area Municipalities Within Metropolitan Toronto

(As of January 21, 1955)

|                                 | East<br>York | Etobicoke | Forest<br>Hill | Leaside | Long<br>Branch | Mimico | New<br>Toronto | North<br>York | Scarborough | Swansea | York    | Weston | Total<br>Suburbs | City of<br>Toronto | Total<br>City and<br>Suburbs |
|---------------------------------|--------------|-----------|----------------|---------|----------------|--------|----------------|---------------|-------------|---------|---------|--------|------------------|--------------------|------------------------------|
| Population(3)                   | 68,739       | 83,169    | 18,373         | 16,873  | 9,282          | 12,351 | 9,817          | 130,766       | 95,706      | 8,718   | 105,995 | 8,569  | 568,358          | 682,415            | 1,250,773                    |
| Area in Acres                   | 3,647        | 27,312    | 948            | 1,140   | 747            | 500    | 659            | 44,689        | 45,012      | 682     | 5,050   | 622    | 131,008          | 25,966             | 156,974                      |
| Population Per Acre             | 18.8         | 3.1       | 19.4           | 14.8    | 12.4           | 24.7   | 14.9           | 2.9           | 2.1         | 12.8    | 21.0    | 13.8   | 4.3              | 26.3               | 8.0                          |
| <u>Police Personnel</u>         |              |           |                |         |                |        |                |               |             |         |         |        |                  |                    |                              |
| Police(1) - On Force            | 53           | 71        | 33(5)          | 18      | 11             | 11     | 16             | 138           | 85          | 11      | 92      | 14     | 553              | 1,325              | 1,878                        |
| - Civilian Personnel            | 1            | 14        | --             | 1       | 2              | 2      | 1              | 5             | 5           | --      | 3       | --     | 34               | 200                | 234                          |
| Police on Force                 |              |           |                |         |                |        |                |               |             |         |         |        |                  |                    |                              |
| Per Thousand Population         | .77          | .85       | 1.80           | 1.07    | 1.19           | .89    | 1.63           | 1.05          | .89         | 1.26    | .87     | 1.63   | .97              | 1.94               | 1.50                         |
| Total Police Staff              |              |           |                |         |                |        |                |               |             |         |         |        |                  |                    |                              |
| Per Thousand Population(4)      | .79          | 1.02      | 1.80           | 1.13    | 1.40           | 1.05   | 1.73           | 1.09          | .94         | 1.26    | .90     | 1.63   | 1.03             | 2.23               | 1.69                         |
| <u>Fire Personnel</u>           |              |           |                |         |                |        |                |               |             |         |         |        |                  |                    |                              |
| Fire(2) - On Force              | 41           | 41        | 32(5)          | 16      | --             | 7      | 14             | 71            | 77          | --      | 75      | 4      | 378              | 882                | 1,260                        |
| - Civilian Personnel            | --           | --        | --             | --      | --             | --     | --             | --            | --          | --      | --      | --     | --               | 11                 | 11                           |
| - Volunteer                     | --           | 82        | --             | 10      | 12             | 8      | 20             | 18            | 16          | 28      | --      | 24     | 218              | --                 | 218                          |
| Firemen Per Thousand Population |              |           |                |         |                |        |                |               |             |         |         |        |                  |                    |                              |
| - On Force                      | .60          | .49       | 1.74           | .95     | --             | .57    | 1.43           | .54           | .80         | --      | .71     | .47    | .67              | 1.29               | 1.01                         |
| - Volunteer                     | --           | .99       | --             | .59     | 1.29           | .65    | 2.04           | .14           | .17         | 3.21    | --      | 2.80   | .38              | --                 | .17                          |
| Full Time Fire Department Staff |              |           |                |         |                |        |                |               |             |         |         |        |                  |                    |                              |
| Per Thousand Population         | .60          | .49       | 1.74           | .95     | --             | .57    | 1.43           | .54           | .80         | --      | .71     | .47    | .67              | 1.31               | 1.02                         |

(1) Police are unionized except in Swansea.

(2) Full-time firemen are unionized except in Weston where there only 4 full-time employees.

(3) Assessor's count in fall of 1954, published February, 1955.

(4) Excludes school guards.

(5) Includes Director of Public Safety.



TABLE I

## POLICE AND FIRE PERSONNEL

Area Municipalities Within Metropolitan Toronto

(As of January 21, 1955)

|  | East<br>York | Etobicoke | Forest<br>Hill | Leaside | Long<br>Branch | Mimico | New<br>Toronto | North<br>York | Scarborough | Swansea | York    | Weston | Total<br>Suburbs | City of<br>Toronto | Total<br>City and<br>Suburbs |
|--|--------------|-----------|----------------|---------|----------------|--------|----------------|---------------|-------------|---------|---------|--------|------------------|--------------------|------------------------------|
| Population(3)  | 68,739       | 83,169    | 18,373         | 16,873  | 9,282          | 12,351 | 9,817          | 130,766       | 95,706      | 8,718   | 105,995 | 8,569  | 568,358          | 682,415            | 1,250,773                    |
| Area in Acres  | 3,647        | 27,312    | 948            | 1,140   | 747            | 500    | 659            | 44,689        | 45,012      | 682     | 5,050   | 622    | 131,008          | 25,966             | 156,974                      |
| Population Per Acre  | 18.8         | 3.1       | 19.4           | 14.8    | 12.4           | 24.7   | 14.9           | 2.9           | 2.1         | 12.8    | 21.0    | 13.8   | 4.3              | 26.3               | 8.0                          |
| Police Personnel   |              |           |                |         |                |        |                |               |             |         |         |        |                  |                    |                              |
| Police(1) - On Force                                       | 53           | 71        | 33(5)          | 18      | 11             | 11     | 16             | 138           | 85          | 11      | 92      | 14     | 553              | 1,325              | 1,878                        |
| - Civilian Personnel                                       | 1            | 14        | --             | 1       | 2              | 2      | 1              | 5             | 5           | --      | 3       | --     | 34               | 200                | 234                          |
| Police on Force<br>Per Thousand Population                 | .77          | .85       | 1.80           | 1.07    | 1.19           | .89    | 1.63           | 1.05          | .89         | 1.26    | .87     | 1.63   | .97              | 1.94               | 1.50                         |
| Total Police Staff<br>Per Thousand Population(4)           | .79          | 1.02      | 1.80           | 1.13    | 1.40           | 1.05   | 1.73           | 1.09          | .94         | 1.26    | .90     | 1.63   | 1.03             | 2.23               | 1.69                         |
| Fire Personnel   |              |           |                |         |                |        |                |               |             |         |         |        |                  |                    |                              |
| Fire(2) - On Force   | 41           | 41        | 32(5)          | 16      | --             | 7      | 14             | 71            | 77          | --      | 75      | 4      | 378              | 882                | 1,260                        |
| - Civilian Personnel                                       | --           | --        | --             | --      | --             | --     | --             | --            | --          | --      | --      | --     | --               | 11                 | 11                           |
| - Volunteer  | --           | 82        | --             | 10      | 12             | 8      | 20             | 18            | 16          | 28      | --      | 24     | 218              | --                 | 218                          |
| Firemen Per Thousand Population                            |              |           |                |         |                |        |                |               |             |         |         |        |                  |                    |                              |
| - On Force   | .60          | .49       | 1.74           | .95     | --             | .57    | 1.43           | .54           | .80         | --      | .71     | .47    | .67              | 1.29               | 1.01                         |
| - Volunteer  | --           | .99       | --             | .59     | 1.29           | .65    | 2.04           | .14           | .17         | 3.21    | --      | 2.80   | .38              | --                 | .17                          |
| Full Time Fire Department Staff<br>Per Thousand Population | .60          | .49       | 1.74           | .95     | --             | .57    | 1.43           | .54           | .80         | --      | .71     | .47    | .67              | 1.31               | 1.02                         |

(1) Police are unionized except in Swansea.

(2) Full-time firemen are unionized except in Weston where there only 4 full-time employees.

(3) Assessor's count in fall of 1954, published February, 1955.

(4) Excludes school guards.

(5) Includes Director of Public Safety.



T A B L E    I I

## FIXED FIRE EQUIPMENT AND FACILITIES

Area Municipalities Within Metropolitan Toronto

| (As of January 21, 1955)                 |                                |                          |                              |      |                               |          |
|--|--------------------------------|--------------------------|------------------------------|------|-------------------------------|----------|
| Municipality<br>and<br>Population        | Number<br>of<br>Alarm<br>Boxes | H y d r a n t s*         |                              |      | Fire Stations                 |          |
|  |                                | Acreage<br>Per<br>Number | Population<br>Per<br>Hydrant |      | Acreage<br>Per<br>No. Station |          |
| East York<br>68,739                      | --                             | 1,200                    | 3.0                          | 57.3 | 2                             | 1,823.5  |
| Etobicoke<br>83,169                      | --                             | 2,300                    | 11.9                         | 36.2 | 6                             | 4,552.0  |
| Forest Hill<br>18,373                    | --                             | 430                      | 2.2                          | 42.7 | 1                             | 948.0    |
| Leaside<br>16,873                        | --                             | 360                      | 3.2                          | 46.9 | 1                             | 1,140.0  |
| Long Branch<br>9,282                     | 1                              | 160                      | 4.7                          | 58.0 | 1                             | 747.0    |
| Mimico<br>12,351                         | --                             | 200                      | 2.5                          | 61.8 | 1                             | 500.0    |
| New Toronto<br>9,817                     | --                             | 145                      | 4.5                          | 67.7 | 1                             | 659.0    |
| North York<br>130,766                    | --                             | 3,000                    | 14.9                         | 43.6 | 2                             | 22,344.5 |
| Scarborough<br>95,706                    | 21                             | 2,000                    | 22.5                         | 47.9 | 3                             | 15,004.0 |
| Swansea<br>8,718                         | --                             | 200                      | 3.4                          | 43.6 | 1                             | 682.0    |
| York<br>105,995                          | --                             | 1,800                    | 2.8                          | 58.9 | 3                             | 1,683.3  |
| Weston<br>8,569                          | --                             | 200                      | 3.1                          | 42.8 | 1                             | 622.0    |
| Total - Suburbs<br>568,358               | 22                             | 10,995                   | 11.9                         | 51.7 | 23                            | 5,696.0  |
| City of Toronto<br>682,415               | 800                            | 8,400                    | 3.1                          | 81.2 | 28                            | 927.4    |
| Total - City<br>and Suburbs<br>1,250,773 | 822                            | 19,395                   | 8.1                          | 64.5 | 51                            | 3,077.9  |

\*As of May 2, 1955



T A B L E    I I I A  
M O T O R I Z E D   F I R E   E Q U I P M E N T

Area Municipalities Within Metropolitan Toronto

(As of May 2, 1955)

| Municipality<br>and<br>Population        | Pumpers |                          | Aerials |                          | Other | Trucks  | Cars | Total<br>No. | No.<br>With<br>Radio |
|--|---------|--------------------------|---------|--------------------------|-------|---|------|--------------|----------------------|
|  | No.     | Gallons<br>per<br>Minute | No.     | Length<br>of<br>Ladders  |       |   |      |              |                      |
| East York<br>68,739                      | 3       | 2-550<br>1-840           | --      | --                       | 1     | hose truck with<br>booster pump   | 1    | 5            | 0                    |
| Etobicoke<br>83,169                      | 8       | 6-500<br>2-840           | 1       | 1-100'                   | --    | --  | 2    | 11           | 10                   |
| Forest Hill<br>18,373                    | 1       | 1-600                    | 1       | 1-65'                    | --    | --  | 1(1) | 3            | 3                    |
| Leaside<br>16,873                        | 1       | 1-600                    | 1       | 1-75'                    | --    | --  | --   | 2            | 0                    |
| Long Branch<br>9,282                     | 1       | 1-550                    | --      | --                       | --    | --  | --   | 1            | 0                    |
| Mimico<br>12,351                         | 2       | 1-300<br>1-500           | --      | --                       | --    | --  | --   | 2            | 0                    |
| New Toronto<br>9,817                     | 2       | 2-840                    | 1       | 1-85'                    | --    | --  | 1(2) | 4            | 4                    |
| North York<br>130,766                    | 4       | 4-625                    | --      | --                       | 1     | booster pump truck  | --   | 5            | 4                    |
| Scarborough<br>95,706                    | 3       | 1-620<br>2-840           | --      | --                       | 5     | booster pump trucks   | 1    | 9            | 1                    |
| Swansea<br>8,718                         | 1       | 1-600                    | --      | --                       | 1     | ladder truck with<br>booster pump   | --   | 2            | 0                    |
| York<br>105,995                          | 4       | 1-400<br>1-600<br>2-650  | 1       | 1-65'                    | 2     | ladder trucks with<br>booster pump  | 2    | 9            | 4                    |
| Weston<br>8,569                          | 3       | 1-320<br>2-500           | --      | --                       | --    | --  | --   | 3            | 3                    |
| Total - Suburbs<br>568,358               | 33      | --                       | 5       | --                       | 10    | --  | 8    | 56           | 29                   |
| City of Toronto<br>682,415               | 27      | 1-300<br>1-500<br>25-840 | 14      | 3-75'<br>4-85'<br>7-100' | 7     | 2 hook and ladder,<br>2 hose, 1 rescue<br>squad and 2 high<br>pressure trucks | 6(3) | 54           | 19                   |
| Total - City<br>and Suburbs<br>1,250,773 | 60      | --                       | 19      | --                       | 17    | --  | 14   | 110          | 48                   |

- (1) Police and fire car listed also in Table IV.  
(2) Station Wagon.  
(3) Ambulance cars.



# TABLE IIIB

## AGE OF FIRE TRUCKS

Area Municipalities Within Metropolitan Toronto

(As of May 2, 1955)

| Municipality and Population | Number and Year   | Municipality and Population | Number and Year  |
|-----------------------------|---|-----------------------------|--|
| East York<br>68,739         | 2-1941<br>1-1949<br><u>1-1953</u>   | Scarborough<br>95,706       | 1-1930<br>1-1941<br>1-1945<br>1-1946<br>1-1947<br>1-1948<br>1-1952<br><u>1-1954</u>  |
| Total                       | 4   | Total                       | 8  |
| Etobicoke<br>83,169         | 1-1939<br>1-1943<br>1-1947<br>1-1951<br>2-1952<br>1-1954<br><u>2-1955</u> | Swansea<br>8,718            | 1-1946<br><u>1-1953</u>  |
| Total                       | 9   | Total                       | 2  |
| Forest Hill<br>18,373       | 1-1937<br><u>1-1949</u>   | York<br>105,995             | 1-1929<br>2-1942<br>1-1945<br>2-1948<br><u>1-1952</u>  |
| Total                       | 2   | Total                       | 7  |
| Leaside<br>16,873           | 1-1941<br><u>1-1949</u>   | Weston<br>8,569             | 1-1932<br>1-1941<br><u>1-1952</u>  |
| Total                       | 2   | Total                       | 3  |
| Long Branch<br>9,282        | 1-1941  | Toronto<br>682,415          | 1-1927<br>3-1928<br>1-1930<br>2-1931<br>1-1933<br>1-1936<br>1-1937<br>1-1939<br>1-1942<br>1-1946<br>2-1947<br>6-1948<br>12-1949<br>1-1951<br>6-1952<br>4-1953<br><u>4-1954</u> |
| Total                       | 1   | Total                       | 48   |
| Mimico<br>12,351            | 1-1926<br><u>1-1945</u>   |                             |  |
| Total                       | 2   |                             |  |
| New Toronto<br>9,817        | 1-1942<br>1-1945<br><u>1-1954</u><br>3                                    |                             |  |
| North York<br>130,766       | 1-1939<br>1-1949<br>1-1953<br><u>2-1954</u>                               |                             |  |
| Total                       | 5   |                             |  |

(1) Includes 1 part-time cruiser.  
(2) Listed also in Table IIIB.



TABLE IV  
MOTORIZED POLICE EQUIPMENT

Area Municipalities Within Metropolitan Toronto

| Municipality<br>and<br>Population        | (As of May 2, 1955) |               |              |               |              |   |    |                      |                      |       |
|--|---------------------|---------------|--------------|---------------|--------------|---|----|----------------------|----------------------|-------|
|  | Cruisers            |               | Motorcycles  |               | Total<br>No. | Other   |    | No.<br>With<br>Radio | Total<br>No.<br>With |       |
|  | Total<br>No.        | With<br>Radio | Total<br>No. | With<br>Radio |              | Description   |    |                      | No.                  | Radio |
| East York<br>68,739                      | 5                   | 5             | 3            | --            | 3            | 2 traffic control trucks, 1 accident squad car  |    | 1                    | 11                   | 6     |
| Etobicoke<br>83,169                      | 9                   | 9             | 7            | 7             | 2            | 1 sound truck, 1 traffic control car  |    | 1                    | 18                   | 17    |
| Forest Hill<br>18,373                    | 3                   | 3             | 4            | 4             | 2            | 1 jeep, 1 police and fire cruiser(2)  |    | 2                    | 9                    | 9     |
| Leaside<br>16,873                        | 2                   | 2             | 1            | --            | --           | --  | -- | --                   | 3                    | 2     |
| Long Branch<br>9,282                     | 2(1)                | 1             | --           | --            | --           | --  | -- | --                   | 2                    | 1     |
| Mimico<br>12,351                         | 1                   | 1             | --           | --            | --           | --  | -- | --                   | 1                    | 1     |
| New Toronto<br>9,817                     | 2                   | 1             | --           | --            | --           | --  | -- | --                   | 2                    | 1     |
| North York<br>130,766                    | 15                  | 15            | 5            | 1             | 3            | traffic control cars  |    | 3                    | 23                   | 19    |
| Scarborough<br>95,706                    | 20                  | 20            | 3            | 3             | --           | --  | -- | --                   | 23                   | 23    |
| Swansea<br>8,718                         | 1                   | 1             | --           | --            | --           | --  | -- | --                   | 1                    | 1     |
| York<br>105,995                          | 7                   | 7             | 12           | --            | 2            | 1 truck, 1 ambulance and emergency car  |    | 1                    | 21                   | 8     |
| Weston<br>8,569                          | 2                   | 2             | --           | --            | --           | --  | -- | --                   | 2                    | 2     |
| Total - Suburbs<br>568,358               | 69                  | 67            | 35           | 15            | 12           | --  | -- | 8                    | 116                  | 90    |
| City of Toronto<br>682,415               | 94                  | 94            | 117          | 22            | 17           | 6 tow trucks, 2 communications trucks, 2 sound trucks, 1 service truck, 5 patrol wagons, 1 jeep |    | 14                   | 228                  | 130   |
| Total - City<br>and Suburbs<br>1,250,773 | 163                 | 161           | 152          | 37            | 29           | --  | -- | 22                   | 344                  | 220   |

(1) Includes 1 part-time cruiser.  
(2) Listed also in Table IIIA.



T A B L E V

## EXPENDITURES ON CURRENT ACCOUNT FOR PROTECTIVE SERVICES\*

Area Municipalities Within Metropolitan Toronto

(Calendar Year 1953)

|                             | <u>P o l i c e</u> |                             | <u>F i r e</u> |                             | <u>C o m b i n e d</u> |                             |
|-----------------------------|--------------------|-----------------------------|----------------|-----------------------------|------------------------|-----------------------------|
|                             | <u>Total</u>       | <u>Per</u><br><u>Capita</u> | <u>Total</u>   | <u>Per</u><br><u>Capita</u> | <u>Total</u>           | <u>Per</u><br><u>Capita</u> |
|                             | \$                 | \$                          | \$             | \$                          | \$                     | \$                          |
| East York                   | 221,197            | 3.46                        | 156,289        | 2.44                        | 377,486                | 5.90                        |
| Etobicoke                   | 337,833            | 5.39                        | 122,186        | 1.95                        | 460,019                | 7.34                        |
| Forest Hill                 | 149,173            | 8.79                        | 128,229        | 7.56                        | 277,402                | 16.35                       |
| Leaside                     | 81,244             | 5.13                        | 63,444         | 4.01                        | 144,688                | 9.14                        |
| Long Branch                 | 56,981             | 6.56                        | 6,928          | .80                         | 63,909                 | 7.36                        |
| Mimico                      | 49,749             | 4.15                        | 26,859         | 2.24                        | 76,608                 | 6.40                        |
| New Toronto                 | 84,846             | 7.55                        | 64,534         | 5.74                        | 149,380                | 13.29                       |
| North York                  | 309,950            | 3.20                        | 197,989        | 2.05                        | 507,939                | 5.25                        |
| Scarborough                 | 274,050            | 4.29                        | 268,964        | 4.21                        | 543,014                | 8.50                        |
| Swansea                     | 45,004             | 5.46                        | 8,646          | 1.05                        | 53,650                 | 6.50                        |
| York                        | 388,936            | 3.93                        | 305,834        | 3.09                        | 694,770                | 7.02                        |
| Weston                      | 66,164             | 8.01                        | 10,068         | 1.22                        | 76,232                 | 9.23                        |
| Total - Suburbs             | 2,065,127          | 4.53                        | 1,359,970      | 2.98                        | 3,425,097              | 7.51                        |
| City of Toronto             | 6,424,476          | 9.63                        | 4,062,496      | 6.09                        | 10,486,972             | 15.71                       |
| Total - City<br>and Suburbs | 8,489,603          | 7.56                        | 5,422,466      | 4.83                        | 13,912,069             | 12.38                       |

\*Excludes debt charges.