



CIVIC AFFAIRS

A BULLETIN ISSUED BY THE BUREAU OF MUNICIPAL RESEARCH, 32 ISABELLA STREET, TORONTO 5

January 20, 1958

Dear Friends and Members:

On July 4th, 1957, the Metropolitan Council authorized a special committee to investigate and report on the possible merger of the thirteen area fire departments. Under the chairmanship of Magistrate C. O. Bick, this committee also includes three city and three suburban councillors and the Metro chairman.

Your Bureau was asked to submit its views, and accordingly on October 28th mailed to the committee the attached brief, which is now being sent to all Bureau supporters.

On December 17th, two members of our staff laid the brief before the committee. Following the ensuing discussion, Magistrate Bick, Mr. Gardiner, and other members of the committee praised the Bureau for its thorough analysis of and objective approach to the problem of fire services.

Since the Bureau studied this same question in 1955, most area municipalities have effected praiseworthy improvements in their fire services. A new problem has been created, however, through the sharp reduction in the work week of the City's firemen--from fifty-six to forty-two hours--which suburban municipalities have not followed. Yet it is perhaps significant that, on the day on which we presented our submission, the local press reported that the Provincial Federation of Ontario Professional Fire Fighters was urging the provincial government to reduce the maximum statutory work week from fifty-six to forty-two hours.

The committee has now received representations from all suburban municipalities in the area. It will continue deliberations during the coming months, the deadline for its report having been extended to June 30th, 1958.

We trust that you will find the attached statement of interest.

Yours faithfully,

Eric Hardy
Director

BUREAU OF MUNICIPAL RESEARCH

October 28, 1957

FIRE PROTECTION SERVICES

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

Dear Mrs. Newman and Gentlemen:

On June 16, 1955, the Bureau of Municipal Research mailed a submission to the Special Committee of the Metropolitan Council formed to consider the unification respectively of the area police and firefighting services. On June 24th, members of the Bureau's staff attended a meeting of the Committee to explain and support the submission. With the formation of a new Committee to look further into the question of unification of the area fire departments, the Bureau has been invited to make representations again.

The Bureau is an independent, non-partisan organization serving greater Toronto whose objective is the promotion of good local government. Incorporated by provincial charter in 1914, the Bureau's work is currently supported by 248 members and subscribers. In conjunction with a companion national organization it maintains a full-time research staff of seven persons.

The Bureau was an early advocate of outright amalgamation of the City and its twelve suburbs. More recently, it has recognized the present federation as a progressive step while continuing to promote the eventual merger of all civic services throughout the thirteen area municipalities. In its previous brief, the Bureau favoured early unification of the policing services and later unification of the fire departments.

Developments Since 1955 Submission

Since the previous submission was prepared, a number of significant changes have taken place in the staffing, the facilities and the equipment of area fire departments. To take account of these new conditions, the Bureau has collected later data and produced new statistical tables and has reviewed and altered the material from its 1955 brief. Before proceeding with this revised submission, the important changes in the tabular material will be reviewed briefly.

As of January, 1955, all but three of the suburbs were making substantial use of volunteers to fight fires, and two suburbs, Long Branch and Swansea, were relying entirely upon volunteer brigades. Since then, Etobicoke, Leaside, Long Branch, Mimico, New Toronto and Scarborough have all made headway in replacing volunteers by full time personnel while North York and Weston have added to their full time staffs without cutting back the number of volunteers. In relation to population, the best improvement in the number of full time firemen on strength has been made by Leaside with Weston a close second and Etobicoke not far behind. Swansea has the dubious distinction of being the only suburb which continues to rely completely upon volunteers.

New fire stations, seven in all, have been constructed in the three fast-growing townships. Scarborough and North York have each opened three while Etobicoke has added one.

The townships have also been responsible for the bulk of the suburban increase in the number of fire hydrants from about 11,000 to 16,000. Scarborough has added 2,000, North York 1,200 and Etobicoke 700. York Township's extra 100 hydrants constituted the only significant gain elsewhere.

A fact to note is the abandonment by Scarborough of its fire alarm box system which had been employed in older urban sections of the township. Another is the experimental installation of thirty-two telephone alarm boxes by the Township of Etobicoke. These actions perhaps reflect renewed questioning of the relative merits of traditional alarm boxes and the latest in telephone alarm equipment.

In eight suburbs, there have been replacements of or additions to their motorized fire equipment. Etobicoke has replaced two 500 gallon pumpers by two 840 gallon pumpers. Scarborough has added one 840 gallon and one 450 gallon pumper while North York has an extra 625 gallon pumper and York Township has replaced one 400 gallon pumper by an 840 gallon pumper and has added another of the latter capacity. Compared with 1955, four more municipalities now own aerial ladder trucks, namely, Etobicoke, Long Branch, North York and Scarborough. Forest Hill Village has replaced its 65 foot aerial by a 100 foot aerial. Four other suburbs still have no aerial ladder equipment.

Installation for the first time of radio equipment by three suburbs brings the number now partially or fully covered to nine out of twelve. Scarborough equipped its entire fourteen vehicles while East York has radio equipment for three of its five vehicles and Leaside for two out of three. York Township has equipped three more vehicles while Etobicoke and North York now can boast that all their vehicles have radio. The total number of suburbs in this position has reached six.

Some additions and improvements have been effected in the City of Toronto's fire equipment, notably the purchase of one further 840 gallon pumper, the addition of two 100 foot ladder trucks and the replacement of four aerial trucks where ladders were shorter and of inferior type by 100 foot equipped vehicles. In addition, the proportion of vehicles fitted with radio has been increased.

The effect of the changes in the suburbs has been to bring facilities and equipment ahead faster than the growth in population would require and, in the process, to reduce somewhat the difference in standards that has existed between the City and the suburbs.

On a population basis, the employment of full time personnel in the suburbs has increased between January, 1955 and October, 1957 from 67 men to 81 men per hundred thousand population. Volunteers have dropped off from 38 per hundred thousand to 21. In the City proper, the coverage in January, 1955 was 129 full time personnel per hundred thousand and it has gone up to no less than 181 men per hundred thousand population.

Two and one-half years ago, many people felt that unification of fire departments should be held off so that the suburbs could swing over from volunteers to full time men and bring the numerical strength of the latter closer to the City level. Instead, the difference has grown greatly. Where in terms of population coverage the suburbs increased full time personnel some 21 per cent, the corresponding City figure jumped by 40 per cent.

The chief explanation of this surprising development is that the City firemen recently achieved a reduction in their work week from 56 hours--which had been standard throughout the whole area--to 42 hours. Perhaps the suburban firemen

will demand and obtain the same change before very long. Unification would seem destined to bring this result immediately and to add to the tax burden accordingly.

Changes in Recent Years

Preparatory to making this submission, the Bureau again reviewed the position it took earlier on the management of fire services in the light of subsequent events including the successful operation of the metropolitan federation, the more recent unification of the police services, and the changes in staffing, facilities and equipment of the area fire departments. With respect to fire protection, it is suggested that these events have, with two possible exceptions, strengthened the case for shifting control of this important service to the metropolitan level.

The following alterations in the situation tend to support unification:

1. Since the Municipality of Metropolitan Toronto came into being, improvements have been effected in the firefighting facilities and equipment of suburban municipalities which bring them a step closer to the level of operations within the City proper. As a result, unification would now present less significant problems in terms of both advisable improvements in these directions and increases in taxation required thereby.
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 amendments in 1955, 1956 and 1957 which have extended the process of unification serve as evidence that the Province regards the metropolitan development 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 still 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 both police and firefighting services to the list of metropolitan responsibilities. It seems obvious also that more people would be prepared to consider early unification of fire services now that the amalgamation of the police forces is an established fact.
4. The tragic flood that followed Hurricane Hazel provided 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 with regard to these protective services. There was never any doubt, of course, that municipalities which were relatively free from disaster conditions would come to the help of their neighbours. Nevertheless, as long as fire departments are accustomed to functioning independently, they cannot produce--even with the best will in the world--completely effective co-ordination of staff and equipment at a moment's notice.

Against the case for early unification of the area fire departments, the following two points are important:

1. The public reaction to the unification of the policing services has been divided. Against the change it has been suggested that police protection has become less effective in some areas in spite of a higher overall budget. Another point is the reduction in the status of certain personnel which has been publicized unfavourably. Before the Cumming Commission, such criticisms have been contested and have not been substantiated to everyone's satisfaction.
2. The 42-hour week which Toronto's firemen have gained has forced a sharp increase in personnel and has added considerably to the differential in firefighting expenditures between the City and its suburbs. The fact that the suburbs are able to continue with the 56-hour week gives strength to the viewpoint of some members of the City Council that a reduction in the work week of such proportions was neither necessary nor desirable.

Adoption of the 42-hour week followed a decision of the firefighters local to submit its bargaining proposals to arbitration. Under provincial law, the City was required to plead its case before the arbitration board and to accept the board's decision as binding.

Full time firemen are now unionized in all twelve area municipalities where they are employed. While they belong to different locals, they are affiliated in every case with the same international body. Hence, it is probably only a matter of time until some standard work week is re-established throughout the metropolitan area. Meanwhile, however, the existing difference serves as a financial argument against unification.

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 fire services presents a problem because of the heavy and growing inter-dependence of all thirteen municipalities and the dynamic growth situation. The suburban position contrasts most sharply with that in the City because of the continued reliance on volunteers--exclusively or substantially in five suburbs and to a lesser extent in three more. At the present time, there is still a considerable variation in the quality of service between one municipality and another. In some instances, standards continue below an acceptable level.

The maintenance of separate fire services by thirteen independent municipal corporations inevitably involves some duplication of staff and facilities that would eventually disappear in the event of metropolitan unification. Public reaction to the police unification has demonstrated however that the expectation is that the status and promotion opportunities enjoyed by existing personnel in each area municipality should not be disturbed in spite of the fact that the ranking situation in the various municipalities may not be based upon comparable qualifications.

Informal co-operative arrangements and some limited co-operative agreements have been developed which serve a useful purpose. At the same time, the degree of co-ordination that has been worked out is obviously inadequate and there would appear to be little prospect that it will ever develop sufficiently to become an entirely satisfactory alternative to unification. Even if facilities and equipment and the number of full time firemen could be brought up to standard everywhere, firehalls would probably remain badly located, telephone delays would

continue and leadership in the field would still be split. 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 fire services, the Bureau presents a group of tables which show as of October 1, 1957, the size of the establishments and the nature and extent of important facilities and equipment owned by the fire departments of the thirteen municipalities.

Figures on the number of firemen per thousand population are set out in Table I. Here the differences between City and suburbs cannot be too rapidly assessed because of the number of volunteers employed in eight of the twelve suburbs. The City's position is obviously more favourable than the suburban average, however. Its figure of 1.81 firemen per thousand population compares with .81 per thousand full time in the suburbs plus .21 per thousand volunteers. The only suburban municipality whose position on fire personnel per thousand population is stronger than that of the City is New Toronto. In addition, Leaside's combination of full time men and volunteers is ahead of the City arithmetically.

It should be recognized of course that population alone does not determine the size of the fire establishment that a municipality should have. Fire services must be available for industrial plants, offices and stores where resident population is almost non-existent. 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 fire establishments.

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, a municipality like Swansea which depends on them entirely cannot 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 also reduced.

As previously stated, 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 fire resistant buildings in fixing the size of its fire department. In fact, the strength or weakness of a municipality's building by-laws coupled with the efficiency of its building inspectors may be a factor in determining the quality of fire services required. 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 because, for some while, the building by-laws of the Village have called for stringent fire preventive measures to be met in all buildings erected. 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 I discloses further distinctions in the quality of firefighting services between one municipality and another. 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 still cover considerable distances to answer certain calls.

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, a full cover-up system is still not possible even with the improvement that has been effected in the past couple of years.

Measured only against the area to be served, the best coverage of fire hydrants is found in Forest Hill Village with Mimico second and York Township and the City of Toronto ranking third. 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 sizable 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.

Table IIA provides an inventory of the fire trucks and cars owned by the thirteen municipalities. Information on the age of trucks is set out in Table IIB. It would require considerable technical knowledge to analyze 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 some shortage of equipment in North York in relation to its population and obvious deficiencies in the equipment owned by Mimico.

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, the City of Toronto regards its 300 g.p.m. pumper which is used at the Island as obsolete and ready to be scrapped.

Four of the Toronto suburbs still attempt to get along without aerials in spite of the fact that there are some tall buildings in each of them. In ten of the thirteen municipalities all or some of the mobile equipment is fitted for radio communication. In the remaining three municipalities no radio equipment has as yet been installed.

Looking at Table IIB 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 fifty-seven trucks owned by suburban municipalities, sixteen were produced more than ten years ago. Of the City's fifty-seven trucks, three are shown as well over ten years old, while the age of four others is not stated. Further, at least some of these older vehicles must now be outmoded and in need of replacement.

Duplication

A review of the statistical tabulations also suggests something of the duplication of manpower and equipment that is found today among the fire departments of the thirteen municipalities. At the present time, each municipality must engage 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. With unification of 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. The probable public demand for 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 8,600 and just under 19,500. 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. Moreover, North York's latest purchase was a 625 gallon pumper, and one of the two most recent Scarborough purchases was a 450 gallon pumper. It should be noted, in addition, that Mimico recently retired a 300 gallon pumper and has not yet replaced it. Again, 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. In other words, there is a lack of flexibility in its method of achieving improvement.

Co-operative 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 help. To illustrate, all thirteen municipalities operate their own independent telephone services for fire calls. Hence, inevitable delays are caused when a person informs a fire department of a fire which is outside the municipality it serves.

When emergency fire calls are put through in error to the wrong municipality's switchboard, the operator must accept the responsibility of relaying the call to the correct municipality or of referring the person who calls to the correct telephone number. The volume of calls mistakenly placed with the City by suburban residents is quite substantial. And calls placed with the wrong suburban municipality are likely to be quite heavy too. At one time York Township paid for a direct line connection with the City's police switchboard so that calls wrongly placed with the City could be re-routed more speedily. This need is now met with respect to fire services, however, by the radio network which has been set up as part of the new civil defense programme of the Municipality of Metropolitan Toronto. Yet the points remain that switchboards are providing a gratuitous service and that a central switchboard for fire calls for the whole area, would eliminate remaining delays.

Because the City's facilities are generally superior, informal co-operation is weighted in one direction with the burden falling on the City taxpayers. The City's continuing load of misdirected fire calls is only one instance. Actually, the City's partly to blame for this particular situation. While at the front

*Mimico has now voted to purchase a new pumper

of the telephone book the various municipalities are listed in order, in the alphabetical listing under the "f's", one finds Fire Department in bold type with no indication that the number is for the City proper only. There are, further on, a series of suburban listings which seem somewhat confusing compared with the listing at the front of the directory.

On May 31, 1954, the City Council approved a plan for entering into co-operative agreements with the suburban municipalities to cover the cost of emergency firefighting assistance which may be rendered by the City. Initially the offer was accepted by two municipalities. Four other suburbs later undertook to execute reciprocal agreements in the form proposed by the City. Two of the remaining suburbs wrote declining the City's offer. One regarded a co-operative agreement with an adjacent suburb as quite sufficient; the other, which has only a volunteer force, pointed 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 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. The fact that the City fire chief is permitted to despatch help without an agreement being in force no doubt reduces the problem; yet it does not constitute the fair or full remedy.

Ontario Municipal Board Report

The main purpose in providing detailed information and comments on the existing fire services of the thirteen municipalities has been to demonstrate that the present pattern of operations is unsatisfactory for an expanding metropolis which is approaching 1½ million people. So long as fire services continue as an independent responsibility of the local area municipalities certain shortcomings can hardly be avoided. The entire question was debated at length at the time of the amalgamation hearings and the resulting decision and recommendations with respect to both 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)

In spite of its evident caution, 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 transfer of the police service is now an accomplished fact; the fire service still continues under divided jurisdiction.

A 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 fire service, 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 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 a vital service as fire protection over any extended period of time?

Lack of adequate fire services in a community is bound to have adverse effects. Fire protection which is less than satisfactory will exact its price in property damage, personal injuries and loss of life. Where fire protection is deficient, more money may have to be spent on construction of a new factory or other building to make it less vulnerable. Again, 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 because, rightly or wrongly, they 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 has been unable to obtain access to them. But the present 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 fire services. With this point in mind, a statement has been prepared showing total and per capita

expenditures on fire services in each of the thirteen municipalities. The information is contained in Table III. Expenditures cover the calendar year 1956 and population figures for the per capita calculations are from the 1956 census.

In the 1955 submission, per capita expenditures were compared for the calendar year 1953. They showed that the outlay per capita incurred by the City of Toronto was a little more than double the average for the suburban municipalities. The 1956 figures attached to this report reveal that the gap was narrowed somewhat in the interval. Until late this summer, however, the City Fire Department was still on a 56-hour week. To achieve the shorter work week it was necessary to effect a 28 per cent increase in manpower and to increase the number of officers. Consequently, the differential in expenditures between the suburbs and the City has now widened materially.

Within the suburbs themselves, while the range in per capita expenditures has narrowed considerably, it is still very wide. The main reason is the continuing utilization of volunteers. Compared with a suburban average of \$3.38 per capita, the expenditure in Forest Hill Village was \$7.95 per capita and in New Toronto was \$7.90 per capita in contrast with a low of \$1.12 per capita in Swansea and expenditures of as little as \$2.50 for Long Branch, \$2.57 for North York and \$2.64 for Mimico.

Another fruitful comparison presents the amount expended by each municipality per \$10,000 of taxable assessment. Whereas each per capita figure shows the fire expenditure in relation to the number of residents, the assessment comparison relates the level of spending to the value of property to be protected and to the taxable capacity of the municipality. Obviously neither the per capita nor the assessment figures indicate the comparative need for expenditure to provide comparable protection for life and property.

On an assessment basis, the lowest expenditure was again in Swansea followed by North York, Leaside and Weston. The highest suburban outlay was in Forest Hill Village which was spending well above its nearest competitors New Toronto and Scarborough.

On a per capita basis, the City of Toronto's spending was well below that of two suburbs, namely, Forest Hill and New Toronto. When the ratio of expenditure to assessment is employed the City's performance is highest, with Forest Hill not far behind.

A comparison municipality by municipality of the expenditures per capita with the expenditures per \$10,000 assessment is also revealing. The relative positions of Leaside and Long Branch provide the sharpest contrast. Whereas Leaside was spending more than twice Long Branch's outlay per capita, it was able to do so with an actual lower mill rate.

The bulk of the current expenditures on fire services go to pay salaries. In 1954, for example, more than eighty-six per cent of the City of Toronto's Fire Department expenditures was required for this purpose. If anything the proportion would be higher today.

Next, let us consider in general terms the kind of financial adjustments that might be anticipated as a result of the suggested unification of the fire services. First of all, uniform pay scales based upon training, experience and length of service would have to be adopted for all employees, including civilian staffs. If the rates of pay and hours of work now in effect in the City proper were adopted, the adjustment would prove quite costly. 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 had 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 otherwise and no improvements in facilities and 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 existing at the time 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 fire department would doubtless be urged to embark almost immediately upon a programme of adding to staff and equipment.

A further point is that, at least in the City, certain proposed improvements are being held in abeyance until the question of fire unification is resolved. If, following unification, it was decided to go ahead with such projects a further increased expenditure would be involved.

Dealing more specifically with equipment, unification would at once require the establishment of a central telephone switchboard and the placing of radio transmission services on a common wave-length. In all probability, the new fire department would be expected to proceed with the purchase of new trucks in order to replace those that are obsolete and to add to the total number. To attain anything approaching the City's standard, more new fire stations would be needed, aside altogether from extra stations to take account of new population growth. Unification would also encourage the eventual placing of fire stations in the best locations throughout the entire area without regard to local municipal boundaries. In addition, a Metropolitan Fire Department would either hope to extend the alarm box system into suburban municipalities or to achieve the equivalent improvement through the introduction of the most modern telephone alarm arrangements.

A complete programme for unification of fire services would require a combined current and capital expenditure which would add substantially to the tax burden. Yet expenditures on this 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 services could in the process be developed although it would now appear that a sizable jump in taxes can scarcely be avoided.

The present Special Committee has been charged with the responsibility of compiling a detailed report on the financial aspects of the proposed unification of fire services. It will have the benefit of data relating to the police unification which has recently been accomplished and full access to the financial statistics of each area municipality. In the circumstances, it is not appropriate for the Bureau to undertake a financial analysis of the sort which was attempted in reporting to the previous committee.

The Effects of Unification on Metropolitan Taxpayers

Plainly, unification of firefighting services on a proper basis would result in an increase in taxation for the average taxpayer. Moreover, the initial cost of unifying the thirteen fire services would almost certainly be heavy. Changes in the tax level to be faced within the boundaries of individual area municipalities would be greatest in those municipalities that are continuing to rely

upon volunteers and to tax their people lightly for their fire protection. Following unification, 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 at present 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 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, in principle, of unification of fire services.
2. It is further suggested that the effective date of unification be January 1, 1959, unless the analysis of the financial implications of unification indicate that the adjustment could be accomplished considerably easier by delaying a further year or two.

In the event that your Committee recommends unification of fire services, your terms of reference call for further recommendations as to the merits of placing fire services under the direction and control of a Commission. If such a plan is favoured, you are further instructed to consider whether it would be practical to constitute the present Police Commission as a combined commission responsible for the direction, administration and control of both police and fire services.

3. The Bureau questions the advantage to be gained, in the event of unification of fire services, by placing them under the management of a commission unless
 - (a) it is possible to utilize a combined commission for police and fire services,
 - (b) some method of regular reporting to the Metropolitan Council is assured.

Respectfully submitted,

BUREAU OF MUNICIPAL RESEARCH

per: Eric Hardy,
Director

TABLE I

FIRE PERSONNEL AND EQUIPMENT DATA

Area Municipalities Within Metropolitan Toronto
(As of October 1, 1957)

	East York	Etobicoke	Forest Hill	Leaside	Long Branch	Mimico	New Toronto	North York	Scarborough	Swansea	York	Weston	Total Suburbs	City of Toronto	Total City and Suburbs
Population (1956 Census)	69,642	103,621	19,480	16,538	10,249	13,687	10,000	170,110	139,744	8,595	117,553	9,543	688,762	677,706	1,356,468
Area in Acres	3,776	27,328	960	1,152	576	512	768	44,608	45,056	640	5,056	640	131,072	22,336	153,408
Population per Acre	18.4	3.8	20.3	14.3	17.8	26.7	13.0	3.8	3.1	13.4	23.3	14.9	5.3	29.9	8.8
Fire Personnel															
- On Force	45	90	30	28	4	9	19	108	124	--	87	8	552	1,197	1,749
- Civilian Workers	--	1	--	1	--	--	--	--	1	--	--	--	3	11	14
- Volunteer	--	45	--	4	8	3	21	16	--	28	--	24	149	--	149
Firemen Per Thousand Population (1956 Census)															
- On Force	.65	.87	1.54	1.69	.39	.66	1.90	.63	.89	--	.74	.84	.80	1.79	1.29
- Volunteer	--	.43	--	.24	.78	.22	2.10	.09	--	3.26	--	2.51	.21	--	.11
Full Time Staff Per Thousand Population (1956 Census)															
	.65	.88	1.54	1.75	.39	.66	1.90	.63	.89	--	.74	.84	.81	1.81	1.30
No. of Fire Stations	2	7	1	1	1	1	1	5	6	1	3	1	30	28	58
Acreage Per Station	1,888	3,904	960	1,152	576	512	768	8,922	7,509	640	1,685	640	4,369	798	2,645
No. of Alarm Boxes	--	--	--	--	1	--	--	--	--	--	--	--	1	800	801
No. of Hydrants	1,200	3,000	430	360	170	200	150	4,200	4,000	200	1,900	200	16,010	8,334	24,344
Acreage Per Hydrant	3.1	9.1	2.2	3.2	3.4	2.6	5.1	10.6	11.3	3.2	2.7	3.2	8.2	2.7	6.3
Population Per Hydrant	58.0	34.5	45.3	45.9	60.3	68.4	66.7	40.5	34.9	43.0	61.9	47.7	41.8	80.1	55.7

T A B L E I I A
MOTORIZED FIRE EQUIPMENT
Area Municipalities Within Metropolitan Toronto
(As of October 1, 1957)

Municipality and Population	Pumpers		Aerials		Other Trucks		Cars	Total With	
	No.	Gallons per Minute	No.	Length of Ladders	No.	Description		No.	Radio
East York 69,642	3	2-550 1-840	--	--	1	Hose truck with booster pump	1	5	3
Etobicoke 103,621	8	4-500 4-840	1	1-100'	1	Ladder truck	4	14	14
Forest Hill 19,480	1	1-600	1	1-100'	1	Utility	--	3	3
Leaside 16,538	1	1-600	1	1-75'	1	Emergency truck	--	3	3
Long Branch 10,249	1	1-550	1	1-75'	--	Total --	--	2	--
Mimico 13,687	1	1-500	--	--	--	Total --	--	1	--
New Toronto 10,000	2	2-840	1	1-85'	1	Station wagon with equipment	1	5	3
North York 170,110	5	5-625	1	1-100'	1	Booster pump truck	2	9	9
Scarborough 139,774	5	1-450 1-650 3-840	1	1-85'	4	3 hose wagons, 1 mechanic's truck	4(1)	14	14
Swansea 8,595	1	1-600	--	--	1	Ladder truck with booster pump	--	2	--
York 117,553	5	1-600 2-650 2-840	1	1-65'	2	Ladder trucks with booster pumps	3	11	7
Weston 9,543	3	1-320 2-500	--	--	--	--	--	3	3
Total Suburbs 688,762	36	--	8	--	13	--	15	72	59
City of Toronto 667,706	28	1-300 1-500 26-840	16	1-75' 2-85' 13-100'	13	2 high pressure pumpers, 1 rescue squad, 2 hook and ladder, 2 hose, 6 service trucks	16(2)	73	30
City and Suburbs 1,356,468	64	--	24	--	26	Total --	31	145	89

- (1) One inspection bureau.
(2) Include 6 ambulance cars.

T A B L E I I B
AGE OF FIRE TRUCKS

Area Municipalities Within Metropolitan Toronto
(As of October 1, 1957)

<u>Municipality and Population</u>	<u>Number and Year</u>	<u>Municipality and Population</u>	<u>Number and Year</u>
East York 69,642	2-1941 1-1949 <u>1-1953</u>	Scarborough 139,774	1-1941 1-1945 1-1946 1-1947 1-1948 1-1952 1-1954 2-1955 <u>1-1956</u>
Total	4	Total	10
Etobicoke 103,621	1-1943 1-1947 1-1949 1-1951 1-1953 2-1954 2-1955 <u>1-1957</u>	Swansea 8,595	1-1946 <u>1-1953</u>
Total	10	Total	2
Forest Hill 19,480	1-1948 <u>1-1956</u>	York 117,553	2-1942 1-1945 2-1948 1-1952 <u>2-1956</u>
Total	2	Total	8
Leaside 16,538	1-1941 1-1949 <u>1-1955</u>	Weston 9,543	1-1932 1-1941 <u>1-1952</u>
Total	3	Total	3
Long Branch 10,249	1-1941 <u>1-1956</u>	Toronto 667,706	4-not given 1-1939 1-1942 1-1946 2-1947 6-1948 12-1949 2-1951 7-1952 4-1953 5-1954 5-1955 4-1956 <u>3-1957</u>
Total	2	Total	57
Mimico 13,687	1-1945		
Total	1		
New Toronto 10,000	1-1942 1-1945 1-1954 <u>1-1956</u>		
Total	4		
North York 170,110	1-1939 1-1949 1-1953 2-1954 <u>2-1956</u>		
Total	7		

T A B L E I I I
 EXPENDITURES ON CURRENT ACCOUNT FOR FIRE DEPARTMENTS
 Area Municipalities Within Metropolitan Toronto
 (Calendar Year 1956)

<u>Area Municipality</u>	<u>1956 Expenditure*</u> \$	<u>Per Capita Expenditure</u> \$	<u>Expenditure per \$10,000 Assessment</u> \$
East York	197,885	2.84	19.18
Etobicoke	405,105	3.91	15.87
Forest Hill	154,952	7.95	27.25
Leaside	91,956	5.56	15.09
Long Branch	25,598	2.50	17.16
Mimico	36,134	2.64	16.41
New Toronto	79,009	7.90	22.71
North York	436,721	2.57	12.95
Scarborough	491,653	3.52	22.45
Swansea	9,625	1.12	5.08
York	367,710	3.13	20.16
Weston	29,210	3.06	15.11
Total Suburbs	2,325,468	3.38	17.56
City of Toronto	4,382,796(1)	6.56	27.87
Total - City and Suburbs	6,708,264	4.95	23.16

*Excludes debt charges

(1) Includes \$166,640 for water supply for Fire Protection.