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# CIVIC AFFAIRS

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

## The Important Requirements for Municipal Office

As December 1st approaches, hundreds of candidates for municipal office are barnstorming our metropolitan area, seeking to convince the voters of their peculiar fitness to sit for the next two years on a council, school board or elected utility commission. The air is full of slogans and promises. Some candidates campaign for lower taxes; others advocate expansions in services. Some are seeking re-election on their record; others are promoting daring innovations; still others appear to be relying heavily on a winning personality. Publicized platforms range from single dramatic proposals to long lists of recommended changes.

With so many contenders vying for his support and each making some case for it, how should the elector make his selection? Should he look for candidates who are forceful, colourful or imaginative? Are these the only qualities required or even the most essential? In the opinion of the Bureau, the key to this whole question lies in a basic understanding of the responsibilities which our representatives have placed upon them once they are elected and take office.

The rights of local self-government come from the province. Provincial legislation tells the civic authorities what they may do or must do and often specifies in detail how a service is to be organized and carried out. In almost every undertaking, the local authority has some freedom of choice coupled with a measure of provincial direction. Many services which municipalities provide are, in reality, partnership undertakings carried out in co-operation with the province. To a considerable extent, civic services are subsidized through provincial grants of one type or another. For the remainder, municipalities are expected to rely heavily upon one form of local taxation — real property — and their school boards must depend upon it entirely.

Our elected representatives are expected to exercise local policy control and general administrative supervision throughout the entire gamut of local government undertakings. Besides the services which they oversee directly, the people we elect to office must accept the overriding responsibility for a variety of other services where the immediate control lies with some appointed board, commission, committee or authority. Periodically, the elected representatives appoint all or most of the members of such governing bodies — some from their own ranks, some from outside. The municipal councils receive financial reports on all their operations, provide much of their required funds and have an opportunity to consider many of their major policy proposals before they are implemented. In some instances, the elected representatives have the power of veto; in others, their authority is less.

The attached table contains a list of the main functions performed by local government bodies throughout Metropolitan Toronto. It serves as a vivid reminder of the variety, scope and importance of their activities. The table also sets out the division of powers between the Municipality of Metropolitan Toronto and the thirteen "area" municipalities (the City and the twelve suburbs), and indicates the body or bodies which exercise immediate responsibility over each undertaking.

The senior position of municipal councils is best illustrated by their responsibilities in the field of finance and taxation. Under our metropolitan form of government, the assessment of property is handled by Metro but the taxes for both Metro and the member municipalities are collected by the thirteen area municipalities. The amounts levied must be sufficient to cover all current costs after deducting grants due from the province and local revenues from other sources — rates, fares, fines and fees. Net capital requirements are financed out of the proceeds of debentures issued and sold by Metro.

In the table, the primary objective in compiling the list of functions has been to emphasize those undertakings of a public nature which are intended to be of benefit to some or all of the citizens. The first category, finance and taxation, is the only exception.

The services which local governments furnish to our people require a highly complex administrative machine. Each municipal corporation maintains a number of overhead departments to carry out the

clerk's, treasurer's, legal and internal audit operations. School boards and special purpose bodies are organized similarly. All the larger bodies also centralize personnel operations, purchasing, real estate transactions and building construction and management. These undertakings have not been included in the table because their purpose is to facilitate the provision of services to the public.

Each elected representative is expected to assume a share of the responsibility for the public services which come under the control of the body on which he serves. He should be prepared to help both to determine the desirable scope and calibre of services and to ensure that the agreed objectives are realized. And, in fulfilling all these obligations, the representative must recognize and operate within the framework set by provincial legislation.

As well as the responsibilities indicated above, elected representatives are expected to engage in labour negotiations with the employees and to help administer pension funds. Members of council must also serve on the boards of public hospitals, the art gallery, the industrial commission, and similar institutions.

The work of school trustees and likewise of utility commissioners is not as diversified as that of council members. Yet the importance of the undertakings which they control should not be underestimated. Both these specialized services place serious demands

upon their governing bodies, if they are to be run efficiently and yet remain responsive to community objectives.

The services which our local governments provide nowadays have become big business. Local affairs demand much time and energy from all our elected representatives. The jobs must be handled both honestly and competently, for a single unfortunate decision can cripple an important service or waste thousands of dollars of taxpayers' money.

The incoming representative should have the capacity to grasp the essentials of large-scale and complex undertakings, the ability to reach sound decisions on important matters and the good sense to refrain from unwarranted interference with the day to day work of permanent officials.

Our local governments need elected representatives with imagination and public appeal. But, above all, the people we put in office should be community leaders who have a realistic conception of the responsibilities they are assuming and the ability to do the job.

#### BUREAU OF MUNICIPAL RESEARCH

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#### PROTECTION TO PERSONS AND PROPERTY

Fire Protection

Police Protection

Harbour Police

Civil Defence

Law Enforcement

(Dominion or Province appoints Officials)

— Magistrates' and Division Courts

— Juvenile and Family Court

— Coroner's Office

— Maintenance of Civil and Criminal Courts and Jail

Registry and Land Titles Offices

Maintenance of Persons in Training Schools

Metro and Area Municipalities

Area Municipalities

Metro

Area Municipality (City)

Metro and Area Municipalities

Metro

Metro

Metro

Metro, jointly with County of York

Metro

Metro

Elected Councils

Elected Councils

Appointed Commission

Elected Council (Harbour Commission Acts as Agent of the City)

Elected Councils

Elected Council

Elected Council

Elected Council

Elected Council

Elected Council

Elected Council

THE JOBS PERFORMED BY OUR LOCAL GOVERNMENTS  
THROUGHOUT METROPOLITAN TORONTO

<i>Function</i>	<i>Level of Government Responsible</i>	<i>Body Immediately Responsible</i>
<b>FINANCE AND TAXATION</b>		
Assessment of Real Property (incl. Court of Revision)	Metro	Elected Council
Taxation of Real Property (Ordinary and Business)	Area Municipalities	Elected Councils
Local Improvement and Special Area Charges	Area Municipalities	Elected Councils
Debenture Borrowing	Metro	Elected Council
<b>PLANNING OPERATIONS</b>		
Land-Use Planning and Approval of Plans of Subdivision	Metro and Area Municipalities	Elected Councils plus Appointed Boards in Metro, the City and Seven Suburbs
Zoning	Area Municipalities	Elected Councils plus Appointed Boards in the City and Seven Suburbs
<b>TRAFFIC AND WASTE REMOVAL</b>		
Traffic Engineering Services	Metro and Area Municipalities	Elected Councils
<b>PROTECTION TO PERSONS AND PROPERTY</b>		
Fire Protection	Area Municipalities	Elected Councils
Police Protection	Metro	Appointed Commission
Harbour Police	Area Municipality (City)	Elected Council (Harbour Commission Acts as Agent of the City)
Civil Defence	Metro and Area Municipalities	Elected Councils
Law Enforcement (Dominion or Province appoints Officials)		
— Magistrates' and Division Courts	Metro	Elected Council
— Juvenile and Family Court	Metro	Elected Council
— Coroner's Office	Metro	Elected Council
— Maintenance of Civil and Criminal Courts and Jail	Metro, jointly with County of York	Elected Council
Registry and Land Titles Offices	Metro	Elected Council
Maintenance of Persons in Training Schools	Metro	Elected Council

<i>Function</i>	<i>Level of Government Responsible</i>	<i>Body Immediately Responsible</i>
Licensing and Inspection Services		
— Business and Similar Licensing	Metro Area Municipalities	Appointed Commission Elected Councils
— Building By-Laws	Area Municipalities	Elected Councils
— Dog Licensing and Pound	Area Municipalities	Elected Councils (The Toronto Humane Society administers the service for the City)
Hospitalization and Burial of Indigents	Metro	
Unemployment Relief and Specialized Public		
Street Lighting	Area Municipalities	Elected Councils
Control of Air Pollution	Metro	Elected Council
<b>PUBLIC WORKS</b>		
Construction and Maintenance of Roads and Bridges incl. Snow Removal		
— Suburban Main Roads	Metro, jointly with County of York	Appointed Commission
— Arterial Roads	Metro	Elected Council
— Local Roads	Area Municipalities	Elected Councils
Storm Drainage		
— Trunk System	Metro	Elected Council
— Connecting Systems	Area Municipalities	Elected Councils
Sidewalks	Area Municipalities	Elected Councils
<b>SANITATION AND WASTE REMOVAL</b>		
Sanitary Sewage System		
— Trunk System and Disposal Plants	Metro	Elected Council
— Connecting Systems	Area Municipalities	Elected Councils
Street Cleaning		
— Arterial Roads	Area Municipalities	Elected Councils except Scarborough has Appointed Authority
— Local Roads	Metro	Elected Council
Garbage and Waste Collection and Disposal		
— Regulation and Acquisition of Disposal Sites	Metro, jointly with Surrounding Municipalities	Elected Council
— Collection and Disposal Operations	Metro	Elected Councils except two appointed Incinerator Boards, each serving two suburbs jointly
<b>HEALTH SERVICES</b>		
Public Health Services incl. Medical, Dental, Nursing, Ambulance and Inspection Services	Area Municipalities	Appointed Boards (Health Unit serves Leaside and East York Jointly)
Grants to Public Hospitals	Metro	Elected Council
Operation of Isolation Hospital	Metro	Elected Council

<i>Function</i>	<i>Level of Government Responsible</i>	<i>Body Immediately Responsible</i>
<b>PUBLIC WELFARE</b>		
Homes for Aged	Metro	Elected Council
Children's Aid Services	Metro	Elected Council (Service provided by Children's Aid Societies)
Hospitalization and Burial of Indigents	Metro	Elected Council
Unemployment Relief and Specialized Public Assistance Programmes	Area Municipalities	Elected Councils
Other Welfare Services	Area Municipalities	Elected Councils
<b>PUBLIC EDUCATION</b>		
Operation of Public School Systems (Elementary and Secondary)	Area Municipalities	Elected Boards
Control over School Sites, Attendance Areas and Building Programmes for Public School Systems	Metro	Elected Board
Maintenance Assistance Payments and Capital Cost of Essential Construction for Public School Systems	Metro	Elected Board
Operation of Separate Schools	Independent	Elected Board
<b>RECREATION AND COMMUNITY SERVICES</b>		
Public Libraries	Area Municipalities	Appointed Boards
Public Parks, Boulevards and Recreational Areas		
— Regional	Metro	Elected Council
— Local	Area Municipalities	Elected Councils except Scarborough which has Appointed Board
Regional Conservation Undertakings	Metro, jointly with Surrounding Municipalities	Appointed Authority
Community Recreation Programmes	Metro and Area Municipalities	Elected Councils in Metro, the City and Five Suburbs — Appointed Committees in Seven Suburbs
Community Centres and Arenas	Area Municipalities	Appointed Boards
Municipal Golf Courses	Metro	Elected Council
Municipal Zoo	Metro	Elected Council
Grants to Cultural, Recreational or Community Organizations		
— Of General Advantage	Metro	Elected Council
— Of Local Advantage	Area Municipalities	Elected Councils

<i>Function</i>	<i>Level of Government Responsible</i>	<i>Body Immediately Responsible</i>
<b>MUNICIPAL ENTERPRISES</b>		
Water Supply	Metro	Elected Council
— Purification, Pumping and Trunk Distribution System	Area Municipalities	Elected Councils (9) or Elected Commissions (4)
— Connecting Systems		
Distribution of Hydro-Electric Power	Area Municipalities	Elected Councils (4) or Elected Commissions (7) (Leaside contracts for service from City and Long Branch from Etobicoke)
Public Transit System	Metro	Appointed Commission
Public Parking Facilities	Area Municipalities	Elected Councils or Parking Authorities in the City and Two Suburbs
Public Housing	Area Municipality (City)	Appointed Authority
— Emergency Housing	Metro and Area Municipalities	Appointed Limited Dividend Companies
— Economic Rental Housing		Appointed Authorities
— Subsidized Rental	Metro and Area Municipality (City)	Appointed Authorities
— Redevelopment	Area Municipality (City)	Appointed Commission
Port Facilities	Area Municipality (City)	Elected Council (Island Airport operated for City by Toronto Harbour Commission; Malton Airport leased to Federal Government)
Airports		
Abattoir	Area Municipality (City)	Elected Council
COLLECTION OF VITAL STATISTICS AND ISSUANCE OF MARRIAGE LICENSES	Area Municipalities	Elected Council