

Sept 18/61



CIVIC AFFAIRS

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

How Many Councillors Does Metro Need ?

Some Relevant Factors

CONTENTS

	Page
Summary - - - - -	1
General and Comparative Review - - -	2
Extent of Responsibilities of the Representative Body	3
Amount of Time an Elected Representative is Prepared to Spend on Civic Business - -	3
Extent of Representatives' Responsibility for Administration - - - - -	5
Procedure for Dealing with Complaints - - -	6
Availability and Accessibility of Mass Media - -	6
Concluding Remarks - - - - -	7

September 18th, 1961.

BUREAU OF MUNICIPAL RESEARCH

D. W. LANG, Q.C. *President*
 KENNETH B. ANDRAS *Vice-President*
 F. WARREN HURST *Honorary Treasurer*

MICHAEL D. GOLDRICK,
 B.Comm., M.A. *Director*
 ANN I. CRAWFORD, B.A. *Research Associate*
 L. D. FELDMAN, B.A. *Research Associate*

How Many Councillors Does Metro Need? Some Relevant Factors

SUMMARY

(For the sake of busy Bureau members, this and all future bulletins shall be preceded by a one-page summary.)

Arising from its review of the experience of the Municipality of Metropolitan Toronto since 1954, the Metro Council is considering three proposals for a newly-constituted, larger council.

Does Metro need more councillors? Consideration of this must logically precede any decision as to the distribution of council seats. The number of councillors is closely bound up with the kind of representation they are intended to give.

Any number of factors can be thought of that affect the number of councillors required by Metro. Five factors are studied here. *No opinion is expressed in this statement as to whether future Metro Councils should be larger, smaller or the same size.*

The five factors are:

1. *Extent of responsibilities of the representative body*

The Metro Council makes the policies for most major municipal services throughout the metropolitan area. Purely as an executive body, it has plenty to do. It is also a political body, which affects its working methods. Thirteen of the twenty-five councillors are the heads of their own municipalities, and are therefore carrying a double load.

2. *The amount of time an elected representative is prepared to spend on civic business*

The amount of time a representative can give to municipal business is limited by the extent to which devotion to public duty entails financial sacrifice. Taxpayers should provide realistic indemnification. The total of the stipends paid to Metro Councillors, including the chairman, who is chief executive as well as council chairman, barely tops \$80,000 a year. Discussion of Metro salaries is confused by the fact that Metro Councillors draw further remuneration from their own municipalities (except the chairman). Given the existing Metro system, council members could give more time to Metro (and fewer Metro Councillors

would be required) if the work load of council members in their local municipalities were reduced.

3. *The extent of the representatives' responsibility for administration*

Metro Councillors are less concerned with administration of particular services than local councillors. Why? First, Metro services tend to operate over large areas, impinging less directly upon individuals. Second, Metro works quite definitely as a *federation*, with member municipalities, as such, being consulted. Since the local municipality has generally expressed itself on questions affecting it, its Metro representative need not necessarily pursue such questions at Metro.

4. *The procedure for dealing with complaints*

Much of the time of the local politician is taken up with complaints of citizens about services. The politician will always be the repository of the confidence of aggrieved citizens, but if municipalities were to concentrate on effective procedures for dealing with complaints at the administrative level without resort to the politicians, at least in the first instance, council members would have more time to devote to broader problems.

5. *The availability and accessibility of mass media*

Modern mass communications media enable one man to represent many more constituents than heretofore. The necessary public relations of the local politician can be carried out economically as to time. In Toronto, relatively generous newspaper, radio and television coverage is given to municipal affairs. It does not follow that the most important subjects get the most attention.

Such considerations as these influence the number of councillors required by Metropolitan Toronto, regardless of whether Metro survives as a federation of 13 municipalities, a single amalgamated municipality, or something in between.



How Many Councillors Does Metro Need? Some Relevant Factors

General and Comparative Review

In conjunction with this year's general review by the Metropolitan Toronto Council of the Metro governmental structure, in the light of seven years' experience, three members of the Council have proposed changes in the make-up of Metro's governing body. The proposals, designed primarily to give fairer representation, all incorporate increases in the number of Metro Councillors (see Table 1). Do the people of Metro need a larger Council? Some study of the desirable ratio of constituents to representatives is basic to any consideration of the number of seats and their distribution.

That the present allocation of seats on the Metropolitan Council is palpably unfair when related to population is admitted by all. In a federation of municipalities, however, representation ratios will always be somewhat unequal due to the demands of smaller member municipalities for special representation. The distribution of Metro Council seats is therefore an entirely different question from the one considered in this bulletin — the optimum number of people one councillor should represent.

Any simple numerical answer to this question is to some extent arbitrary, but the merits of a given standard can be compared with present practice and related to the factors which affect an individual's efficiency as a representative.

TABLE 1

	Present System		Proposals for New System	
	24 Members*	36 Members*	42 Members*	46 Members*
Members elected indirectly to Metro				
Chairman	1	1	1	1
1. Toronto	12	23	12	12
2. Scarborough	1	3	1	1
3. North York	1	3	1	1
4. Etobicoke	1	3	1	1
5. York	1	3	1	1
6. East York	1	2	1	1
7. Leaside	1	2	1	1
8. Forest Hill	1	2	1	1
9. Weston	1	1	1	1
10. Swansea	1	1	1	1
11. Mimico	1	1	1	1
12. New Toronto	1	1	1	1
13. Long Branch	1	1	1	1
Members elected directly to Metro* —				
A. From 18 additional Wards			18	
B. From 12 additional Wards				12

*Elected directly to Metro from newly-drawn wards, independent and existing municipal boundaries.

*Excludes chairman, not directly elected.

On the Metropolitan Council as now constituted, twenty-four elected members represent a population of over 1,500,000. The ratio of people to representatives is therefore about 63,000 to 1 (though the distribution is far from even). It is interesting to note that while all current proposals recommend reductions of this ratio, in one instance by as much as half, had the original recommendation of the Ontario Municipal Board been adopted the ratio would have been more than doubled. In 1953 the Board recommended a council of 8 elected members plus a chairman, preferring this to the 25-member system, because "in the opinion of the Board, it is essential that the size of the Council be kept to the minimum."

At the local level particularly, 63,000 is a large number of people for one member to represent. Citizens expect, and with justice, closer liaison with their municipal representatives than with their federal and provincial members. Yet in the Toronto area alone there are seven federal electoral districts with populations of less than 63,000 — fewer people than are, on the average, represented by a Metropolitan Councillor. No Member of Parliament in all of Canada speaks for as many people as does the Reeve of Scarborough or the Reeve of North York on the Metro Council — 197,969 and 244,145 respectively¹.

Toronto's situation is not exceptional among Metropolitan areas, however, as Table 2 illustrates.

TABLE 2

City	Population	Number of City Councillors	Average Population Per Councillor
New York	7,892,000	25	315,680
Detroit	1,850,000	9	205,555
Los Angeles	2,244,000	15	149,600
Philadelphia	2,072,000	17	121,882
Chicago	3,621,000	50	72,420

(For comparison:)

Metro Toronto	1,500,000	24*	63,000
Toronto City	650,000	23	28,000

*Excludes Chairman, not directly elected.

SOURCE: Municipal Year Book, 1960 (International City Managers' Association, Chicago). It is to be noted that the members of the bodies listed in this table are described as "City Councillors", meaning, presumably, that their duties, mutatis mutandis, include those of the Metro Toronto Council plus those handled by the local councils.

⁽¹⁾Municipal Directory, 1961, Dept. of Municipal Affairs, Queen's Printer, Toronto.

In all provinces, wide variations occur between municipalities in the average populations of their constituencies, with apparently satisfactory results. There must then be a number of factors, varying from place to place and from time to time, which determine the number of persons required to provide satisfactory representation for a given number of people.

Considerations

What are these variable factors? To enumerate all of them would probably be impossible. Five of the most important are:

1. The extent of responsibilities carried by the representative body.
2. The amount of time an elected representative is prepared to spend on civic business.
3. The extent of the representatives' responsibility for administration.
4. The procedure for dealing with complaints.
5. The availability and accessibility of mass media.

1. The Extent of Responsibilities Carried by the Representative Body

The Metro Council is the chief policy-making body for all but a few of the major municipal services of the whole Metro area. The total responsibilities of the Council are many times as heavy as those of, say, the five-man Toronto Transit Commission. What is more, the Councillors must formulate their policies with due regard to their obligations as political representatives. Not only must the Metro Council therefore transact a tremendous amount of business, it must transact it in a special way.

Each councillor has an obligation to make himself informed on all issues on which he votes. The addition of more councillors would in no way absolve him of this responsibility. In practice, no councillor can hope to go into the details of all items that come before him. Sometimes he must be prepared to take the advice of someone better acquainted with the subject than he, such as an appointed official or a fellow councillor with special local knowledge. In many instances he relies on the non-professional but extensive knowledge of the chairman and/or members of one of Metro's four standing committees. It is in committee that the details of proposals are discussed before they are sent to council, usually with a committee recommendation. Members of committees become experts, comparatively speaking, in particular classifications of civic business.

Additional responsibilities assigned to Metro will add to the work load of these committees or may necessitate the formation of new committees. The agenda of committees might reach the point where the Councillors simply could not take

on any more committee work. Past such a point, the Metro Council would have to be enlarged, not to lighten the burden of actual council meetings, but to augment the work force for the committees.

The Metropolitan system in Toronto has thus far worked out reasonably well.

Those who attribute the degree of success attained by the system to the industry of council members claim that in performing their duties properly a number of Metro representatives overwork themselves. It is argued in rebuttal that Metro responsibilities alone are not unmanageable, but it is the combination of local and Metro duties that subjects the representatives to an intolerable burden. Those who hold this view seek a solution either through a new way of selecting the Metro Council or through a reduction in the members' responsibilities in their area municipalities. Someone other than the mayor or reeve might be the Metro representative or alternate members might be allowed; some local responsibilities of the head of municipality might be delegated to other elected officials.

The Metro Chairman, who is responsible only to Metro and not to any member municipality, is, by most people's standards, overworked, but this has no bearing upon the argument that dual responsibility overtaxes the Councillors. The position of the Chairman is unique, and can not be discussed in the same terms as the position of the Councillors.

2. The Amount of Time an Elected Representative is Prepared to Spend on Civic Business

The amount of time a representative is prepared to devote to civic affairs sets limits upon the amount he can accomplish and therefore has a definite influence on how many seats should be provided on the Metro Council. What, then, are the factors which govern the time a councillor spends on his civic work? There are as many answers as there are individuals, including many that are entirely subjective, but one objective factor stands out in particular: does the time he devotes to the public interfere with his ability to earn a living? In small municipalities, perhaps, one can still look on public office as a constructive leisure-time activity. In the senior political posts of large urban communities, representing the public has become a full-time occupation and can involve considerable financial sacrifice.

Where municipal office is a full-time occupation, the taxpayers must be prepared to pay an executive level salary. The City of Toronto, for example, demands the full attention of its mayor and accordingly pays him \$15,000 (exclusive of what he receives from Metro).

Paying an executive salary for an executive job is good business. It is not an attempt to replace the service motive in public life with the profit

motive. Even where reasonable compensation is provided, many elected representatives could invest their time more profitably in their own business affairs. Indemnification of elected officials against the reduction in income they might suffer through attention to civic business makes it possible for more citizens from more walks of life to aspire to elected office.

What constitutes "reasonable compensation" to an elected representative? By what practical standard can compensation paid to elected representatives be judged? An established, uniform salary, based upon the time required for and the responsibilities borne in the position, and kept up to date, is the only answer. If the combination of the satisfaction of public service, the prestige and authority of office, and the salary, is found insufficient to attract suitable persons, then the situation should be re-examined.

The citizens of Metropolitan Toronto have been fortunate in their Metro Councils, which might suggest that the indemnity paid by the Metropolitan Corporation to councillors is adequate. It must be remembered, however, that every member other than the Chairman assumes his seat as part of his responsibility as mayor, reeve, controller or alderman in a local municipality. Two considerations arising from the indirect election of Metro members make it difficult to judge whether Metro Council salaries are satisfactory. First, it is not known to what extent the winning of the Metro seat motivates candidates to local office. Second, it is difficult to determine whether the remuneration for local office makes up, in effect, for inadequate payments at the Metro level, or whether the Metro indemnities are themselves satisfactory.

In Table 3 are shown the payments received from Metro by members of the Metro Council.

TABLE 3

	All members (24)	Committee Chairman (4)	Executive Committee (6)	Chairman
	\$	\$	\$	\$
Basic Salary	1,200	1,200	1,200	15,000
Expense allowance	600	600	600	
Additional salary for Committee Chairman		100		
Additional salary for Executive Committee members			1,400	1,400
Additional expenses for Executive Committee members			600	600
Additional salary* for service on Metro Boards & Commissions				8,000
	1,800	1,900	3,800	25,000

*The Mayor of Toronto received \$5,000 as a member ex officio of the Police Commission. Although this is a Metropolitan commission the Mayor holds his seat as an official of the City.

All members of the council are expected to attend an average of three meetings a month (2 Council, 1 Committee). Members of the Executive Committee have two additional meetings monthly. Meetings generally last half a day or more. For the purpose of making an estimate, half a day may be considered standard.

Conservatively estimated, then, the council members spend roughly 18 working days a year at regular meetings alone, Executive Committee members 30 days. But attendance at regular meetings accounts for only part of the time demanded by Metro business. Collecting background information, studying proposals and generally doing their "homework", attending special meetings and civic functions, dealing with complaints, to mention a few examples, occupy a great deal of representatives' time.

With total salaries of barely over \$80,000² a year, Metro Councillors are not over-paid in relation to their responsibilities as the policy-making body for an organization with an annual budget on current account of approximately \$80 million (exclusive of education) — plus an annual capital budget approaching \$100 million.

To the extent that remuneration is a factor in limiting the time a representative spends on civic business, the public can encourage a Metro Councillor to devote himself further to Metropolitan affairs by providing adequate indemnification. In a two-tier system of municipal government, if the public wishes to increase the time a representative can devote to the second level of government, a second means exists: reducing his work load in the municipality he represents.

On the Metropolitan Council 24 of the 25 members hold local offices; 13 of the 25 are the elected heads of municipalities. If the duties associated with the local offices could be reduced, particularly in the case of mayors and Reeves, the representatives would be left with more time to devote to Metro. Before the burden of strictly local business carried by the head of a council can be reduced, the public must not only agree with the change in principle but must also be made fully aware of what it involves in practice.

Metro borrowed from the traditional county structure the principle that the best possible representative of the member municipality at the

(2) Total cost to Municipality of Metropolitan Toronto of Council members' salaries

24 x \$1,800	—	\$43,200
4 x 100	—	400
6 x 2,000	—	12,000
1 x 25,000	—	25,000
		\$80,600

second level of government is the head of the local council. He occupies the most influential position on the council. He has high standing in his community; his people expect many things of him, for instance his presence at public events, and will be inclined to punish at the polls any apparent negligence.

Any attempt to unburden the suburban mayor or reeve of some of his strictly local obligations in order to free his time for closer attention to Metro matters must, under the existing Metro Council structure, avoid two dangers: (1) it must not detract from the mayor's or reeve's leadership in his own council; (2) it must not offend the electorate to whom the mayor or reeve must appeal for re-election. If the public understands the changes and concurs in them, part of the mayor's or reeve's duties may be delegated to others on council.

Discussion thus far has concerned how much time a representative is willing and able to devote to metropolitan affairs. Equally important in determining the number of councillors required is the question of what the Metro councillor must do with his Metro time. Two types of activity that consume the councillor's time are considered under the next two headings.

3. The Extent of the Representatives' Responsibility for Administration

The chief responsibility of the municipal council is to make decisions on matters of policy. The chief responsibility of a permanent civil service is to put council's decisions into action. Under normal circumstances Councillors ought not to interfere with the administrative officials in the actual carrying out of their work, but at some point supervision of administration must be exercised to assure that the municipality's business is being conducted properly and in accordance with council's direction. Although Council itself must be the final judge of this, it cannot hope to supervise each stage of the many facets of the municipality's business.

The personalities of individual representatives and officials have an influence on the extent to which councils concern themselves with the details of administration, but the degree of involvement is basically governed by the system under which a municipality operates — board of control, council-committee or manager system.

Under the board of control system several duties of an administrative nature — preparing specifications for and awarding contracts, nominating and suspending senior officials, submitting proposed by-laws, inspecting works, to mention

a few — are by statute assigned to the board, their actions being subject to council's approval. Board decisions on these matters can be reversed only by a two-thirds vote of council (of which the board of control members form a part). In addition the council can assign to the board "such other duties as the council deems proper".

In practice Metropolitan Toronto is working on a board of control system. Under Section 12 of the Municipality of Metropolitan Toronto Act, "The Metropolitan Council may by by-law authorize the Executive Committee to exercise any or all of the powers of a board of control . . ." excepting those concerning civic services that are not organized on a metropolitan basis.

It may be, then, that the Metropolitan Council as a whole has fewer supervisory duties than most municipal councils. If ever it finds that it still has too many such obligations, Council has the power to transfer them to the Executive Committee. But the members of the Executive Committee are, after all, council members themselves; the delegation of supervisory duties to the Committee lifts the burden from the shoulders of the 25 councillors only to shift it to the backs of seven of them. As far as the members of the Executive Committee are concerned — and it must be borne in mind that they are all at or near the political summit in their own local municipalities — this remedy may be worse than the disease.

There remain a number of supervisory responsibilities in which all council members must play a part. Every Metro councillor is a member of one standing committee. As such, each representative has a special responsibility with respect to the activities of the department which comes under the scrutiny of his committee. If he sits on the Works Committee, for example, he must be prepared to report to other councillors individually and to the council as a whole on the actions of the Department of Works. To fulfil his duty he must be well informed on the department's activities. The volume of work required from the representative in this regard can be greatly reduced by an adept department head or commissioner.

In the Toronto area, less supervision tends to be exercised by Councillors at the Metropolitan level than in the thirteen constituent municipalities. Several factors contribute to this difference:

1) The services provided by the Metropolitan Corporation seldom involve direct contact with the citizens (e.g., Metro installs trunk sewers but it is the local municipality that installs the connections to individual homes); Metro representatives are not as likely to be spurred into supervisory activities by citizens' complaints.

2) Only a relatively small proportion of Metro's services and operations specially affect any one municipality or ward; Metro tends to impinge more broadly. Its activities do not excite the parochial instincts which, in local affairs, quite properly lead representatives into intimate concern with the work of civic departments.

3) Metro councillors are not expected, as they are locally, to appear before committees when matters affecting their electoral areas are under discussion. Indeed they may not even be informed when such questions are to be considered. It is not customary for council members to receive agendas for all committee meetings — only for those committees on which they sit.

4) It is common practice for matters concerning a constituent municipality to be referred to the local council before they come before Metro committees. All possible weight is given to recommendations from local councils in such instances and opinions from this source are deferred to as the views of equal and independent members of a federation (which Metro is). Metro committee members tend to assume that an adequate investigation has been undertaken locally, and need not be repeated.

These considerations, along with others of a less definable nature, discourage Metropolitan representatives from supervising administration to as great an extent as they do in their own local municipalities. Whether this is a desirable state of affairs is beyond the scope of this discussion.

Given the present Metro pattern and practice, the burden of administrative supervision is not a strong argument in favour of an increase in the number of Metro councillors.

4. *The Procedure for Dealing with Complaints*

In our municipal system the accepted manner of expressing dissatisfaction with a particular government service between elections is to complain to the elected representative.

Local government is close to the people. Its services are necessary for day to day living. Defects in services are immediately obvious. Because elected municipal representatives are highly accessible, mayors, reeves, controllers, aldermen, etc., find a great deal of their time consumed in listening to the complaints of citizens. This kind of work keeps the representative in touch with his constituents and tells him how well or badly the civic services are functioning. Frequently,

however, problems brought directly to a council member could be handled equally well by a civil servant. The public, if they could be persuaded to register their complaints in the first instance with the civil service and to petition their representatives only if they did not receive satisfaction, could free much of the elected man's time for other public business. If the service is not good — for instance, a citizen with a grievance is greeted at the city hall with the frustrating attitudes and behavior associated with bureaucracy — then the only recourse the citizen has is to his political representative, and the politician must do what the citizen asks. If the public is to be successfully encouraged to go to a permanent employee first, they must be assured swift, efficient and equitable treatment. Above all the system for dealing with complaints must be simple for a resident to use.

5. *The Availability and Accessibility of Mass Media*

Just as modern developments in transportation and communications have made the world smaller, so their use by politicians has made political constituencies at all levels of government more compact. Representatives can reach all their constituents with ease; at the same time the use of mass media has reduced the necessity of frequent face-to-face contact between the representative and his public. Newspapers, radio and television advertising has made door-to-door campaigning almost obsolete in the large communities. Day to day coverage of municipal news enables citizens to be better informed than ever before.

Relief from some part of the time-consuming burden of frequent personal contacts and appearances ought to leave modern representatives more time to devote to the business of actually running a municipality. Obviously a democratic politician must devote some time and energy to the cultivation of his public through the modern arts of publicity. The voters are capable of judging whether a politician is, to their way of thinking, too much concerned with publicity and too little with business. The point is that the local politician can dedicate a larger share of his time to business than his predecessors if he so chooses. His potentially increased efficiency as a representative implies the possibility of his representing a greater number of people and/or a geographically larger area. And the more people one man can represent, the fewer men are needed to represent a given number of people.

A brief survey of the media available in the Metropolitan Toronto area presents a favourable picture. Metropolitan and municipal news receives extensive coverage in three daily newspapers and over two television stations and six

major radio stations. The metropolitan dailies now assign staff men to cover the large suburbs. The council meetings of the smaller Metro municipalities are not regularly reported in the dailies, naturally enough. Issues affecting particular areas draw the attention of neighbourhood papers, of which there are at least twenty-two. The non-English-speaking portion of the community can be reached via the abundant outlets of the ethnic press.

Undoubtedly the media exist through which a representative can reach a large percentage of his constituents. Ease of access to the media, however, is a different matter. There is an unfortunate, although natural tendency for attention to be focused on the more dramatic and bizarre issues. The hard-working member who makes his contribution in an orderly fashion is too frequently ignored. From this point of view, although the facilities for mass communication are available, they may increase significantly the representative efficiency of only a few members of the council.

There are three regular radio programmes where certain of the metropolitan councillors are periodically given an opportunity for a brief presentation of their views: *The Mayor Reports*; *Suburban Round-Up*, and *the Board of Control broadcasts*. Time is granted on these programs to members not in their capacities as metropolitan representatives but because of their local offices. Over the course of the year, therefore, all suburban reeves and mayors, the Mayor of Toronto and the four city controllers, two of whom are on Metro Council, have at least one opportunity to speak. But the nine City of Toronto ward representatives who sit on Metro Council will not make even one appearance.

It is easy to deplore the scarcity of regular civic affairs programs, but it must be remembered that most radio stations are privately owned, and that programs of this nature, especially when presented — as is often the case — with relatively little attention to production technique, are considered by some to be audience-killers. The stations hesitate to give complimentary time to programs that do not attract listeners. Perhaps the Metropolitan Municipality itself might give consideration to sponsoring a regular program as an information service to its citizens.

Last winter a series of four T.V. broadcasts, each approximately an hour in length, was presented via the pay-as-you-view system, "Telemeter", to subscribers in Etobicoke, explaining

the procedure by which that municipality is governed and administered. Results indicate not only that there is an audience for such programs, but further that viewers are willing to pay for them. At present, Etobicoke is the only area in which "Telemeter" is operating, but the evidence of interest in this type of program is significant for all T.V. and radio stations.

Summing up, it appears that radio, T. V. and newspapers provide sufficient coverage to keep the Metro public informed on important developments in civic affairs, though the public is sometimes misled as to what is important. From the point of view being considered here, namely the use of mass media to improve a councillor's efficiency, it must be confessed that all councillors do not share equally in the benefits, that on radio at least there is little opportunity for discussion by councillors of Metro affairs as such and that the Metropolitan Corporation, as distinct from the Metro Council, could do more than it does for the information of its citizens.

Concluding Remarks

At the beginning of this bulletin, three proposals for changes in the number of Metro Councillors were presented in tabular form. The Council was originally supposed to come to a decision upon this question among others, before the end of 1961, but new proposals may yet come forward. Indeed, on August 24th, the Metropolitan Chairman made a new suggestion for a "Five City" metropolitan federation, with a Metropolitan Council of 25, the same number as at present.

It is not the purpose of the Bureau in this statement either to support or to oppose a change in the number of Metro Councillors. The object of the bulletin has been to discuss the factors which most fundamentally influence the number of councillors required to do the work of the Metropolitan Municipality. The taxpayers of Metropolitan Toronto, through their representatives, should understand what work the Metropolitan Council is responsible for. They must understand the manner in which the council is to do its work — which means, principally, that it must be appreciated that the council is a political body making political decisions. An accounting should be taken of the advantages which assist and the limitations which restrict the councillors. It should be borne in mind most carefully that there is a close relationship between the number of persons serving on a council and the nature of the representation they will give to their constituents.

This Bulletin is issued solely in the interest of advancing objective analysis of a matter of public concern.

the procedure by which this information is gathered and disseminated. Radio's influence is not only that there is an audience for such programs but further that viewers are likely to go to their own homes to watch the program. At present, television is the only way in which citizens can be informed of the existence of a program in this type of program in which the program is shown on all T.V. and radio stations.

Summarizing, it appears that radio, T.V. and newspaper provide excellent coverage for the Metro Council. However, the Metro Council's own efforts in this regard are limited. The Metro Council should consider the possibility of having a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television.

Concluding Remarks

At the beginning of the bulletin, three proposals for change in the Metro Council were presented. In addition, the Council was suggested to consider the possibility of having a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television.

It is not the purpose of the Bureau in this statement either to support or to oppose a change in the number of Metro Councilors. The effect of the bulletin has been to discuss the factors which most fundamentally influence the number of Councilors required to do the work of the Metro Council. The factors of population, geographical area, and the nature of the work of the Council are the most important. It should be borne in mind that the number of Councilors is a function of the nature of the work of the Council and the nature of the population. It should be borne in mind that the number of Councilors is a function of the nature of the work of the Council and the nature of the population.

This bulletin is issued solely in the interest of advancing objective analysis of a matter of public concern.

...the independent nature of the Metro Council. The Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television.

...the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television.

...the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television.

...the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television.

...the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television. It may be suggested that the Metro Council should have a regular program on radio or television.

BUREAU OF MUNICIPAL RESEARCH

Founded in 1914 by a group of public-spirited citizens — operating since then under provincial charter as a non-partisan, non-profit research agency — staffed full time by well qualified personnel — the Bureau of Municipal Research keeps local government operations in Greater Toronto under constant scrutiny.

The Bureau has gained wide recognition as an effective proponent of good government through its bulletin *Civic Affairs*, through the publicity given its statements, through its information and advisory services, and through the participation of the staff in the public discussion of municipal issues.

The Bureau is financed entirely by voluntary annual subscriptions from non-governmental sources. Its members include business and professional firms, organizations and individuals.

Your inquiries are invited

Michael D. Goldrick
DIRECTOR

32 ISABELLA STREET, TORONTO 5
Phone 924-9717

BUREAU OF
MUNICIPAL RESEARCH

Founded in 1914 by a group of public-spirited citizens — operating since then under provincial charter as a non-partisan, non-profit research agency — staffed full time by well qualified personnel — the Bureau of Municipal Research keeps local government operations in Greater Toronto under constant scrutiny.

The Bureau has gained recognition as an effective proponent of good government through its reports, through the publicity given its statements, through its advisory services, and through the participation of its members in the discussion of municipal issues.



The Bureau is financed entirely by voluntary annual subscriptions from non-governmental sources. Its members include business and professional firms, organizations and individuals.

Your inquiries are invited.

Michael D. Goldfarb
DIRECTOR

32 ISABELLA STREET, TORONTO 5
Phone 924-9717