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SIXTH ANNUAL REPORT

OF THE

TORONTO

BUREAU OF MUNICIPAL

RESEARCH

YEAR ENDING
FEBRUARY 29
1920

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TORONTO
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RESEARCH

Year Ending February 29th
1920



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TORONTO

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REPORT OF COUNCIL

to

Guarantors and Members of the Toronto Bureau of Municipal Research

The Council presents herewith its Sixth Annual Report. During the year, eight meetings of the Council and twenty-seven of its Executive Committee have been held. The meetings have been well attended and full of interest on account of the very interesting programme of work carried out during the year. The results of some of this work have been published in ten bulletins, eleven white paper and two pamphlets.

The Report of the Managing Director, submitted herewith, gives a summary of the work of the Bureau since its inception and a general review of the work done during the year ending February 29, 1920.

Respectfully submitted on behalf of the Council,

March 31st, 1920.

JOHN MACDONALD,
President.

BALANCE SHEET As at 29th February, 1920

A s s e t s.		L i a b i l i t i e s.	
Cash on hand and in Bank.....	\$1,279.35	Accounts Payable.....	\$ 634.98
Accounts Receivable:		Unearned Income.....	125.00
General.....	\$ 65.35	Provisions for Contingencies (after deducting Deficit to 28th Feb., 1919).....	9,200.00
Citizens' Research Institute of Canada.....	5,022.55	Members' Guarantees for Future Years.....	1,820.00
Members' Guarantees Outstanding:		Surplus for Year ending 29th Feb., 1920..	418.87
Past due	\$3,250.00		
For Future Years.....	1,820.00		
Bills Receivable (overdue).....	300.00		
Prepaid Expenses	245.11		
Equipment.....	216.49		
	<u>\$12,198.85</u>		<u>\$12,198.85</u>

REVENUE ACCOUNT For Year Ending 29th February, 1920

Expenditures (as per statement, page 15).....	\$25,246.08	Revenue from Federation for Community Service.....	\$15,422.48
Added to Provision for Contingencies.....	3,750.23	Contributions from Members (promised prior to organization of F.C.S.).....	7,495.00
Balance (being surplus for year).....	418.87	Services Revenue.....	6,360.20
		Miscellaneous Revenue.....	137.50
			<u>\$29,415.18</u>

Audited and Certified Correct.
R. F. ROWLANDS,
Chartered Accountant.

REPORT OF MANAGING DIRECTOR

Gentlemen:—

The Toronto Bureau of Municipal Research completed the sixth year of its work on February 29th, 1920. It would seem desirable at this time to present a *résumé* of its activities since its inception.

Organizations, the results of whose work are observable in increased material wealth, which carry on definite material operations, and which pay cash dividends, present a standard of measurement which their stockholders and the general public can readily use in appraising their achievements. Citizen organizations for the promotion of public and community welfare can offer no such standards, inasmuch as the dividends they produce are not in dollars and cents, and the highest values they create are not material values. The Bureau of Municipal Research belongs to this type.

While realizing the importance of standardized accounting, up-to-date budget making, centralized control of purchasing, reformation in Civil Service organization, administrative responsibility, departmental efficiency, etc., the Bureau believes that the only sure way of attaining these desirable results and of **maintaining them when once secured**, is to increase the number of thoroughly informed citizens and to build up an active public opinion which will naturally and irresistibly produce efficient governmental machinery.

Some time in November, 1912, a small group of citizens met in conference to consider ways and means of improving Toronto's civic government.

In the beginning, the improvement of the personnel of the City Council seemed to be the first step to be taken, although, even then, there was a feeling that something more fundamental was needed than a mere change of leaders. This feeling grew into a conviction that the real root of the trouble was with ourselves, as citizens, and that true reconstruction lay through the removal of the lack of information concerning and apathy toward civic problems on the part of citizens in general. Education, then, seemed to be the basal process and the movement which at that time seemed to offer the greatest promise of success in citizen education was the Municipal Research movement.

As a result, a fund was raised by a Committee of One Hundred Citizens to defray the cost of an independent survey of the chief civic departments. During 1913 this survey was made by a staff of specially trained men, with the hearty co-operation of the civic authorities, and the report of the survey contained many important constructive suggestions as to possible changes in methods of carrying on the city's business. The Toronto Bureau of Municipal Research was founded in March, 1914, to follow up these suggestions and carry on the work of building up citizenship through research and publicity.

The concrete results of the Bureau's work have been many, but they have been, in a large measure, by-products of its educational programme. Not infrequently, the dividends have been delayed, but they have been cumulative and substantial. It has not been the policy of the Bureau to "claim credit" for specific results. This would detract from the dignity of its work, lessen appreciation of the disinterestedness of its motives, and impair the spirit of co-operation which is absolutely essential to the success of its programme. The Bureau's motto is "Service to the community," not recognition of its own work, no matter how gratifying this may be.

Information Service

The Bureau, since its inception, has maintained an active information service through bulletins, pamphlets and public statements which have been given wide circulation through its mailing list and the invaluable co-operation of the press. The *raison d'être* of this service is best expressed in the two following sentences from the Prospectus of the Citizens' Research Institute of Canada:

"Accurate and timely information is the chief weapon of the public-spirited citizen.

"Public-spirited citizens are the only guarantee of efficient government."

The Bureau has never published a document based on opinion or general impressions. Its bulletins, white papers and pamphlets, no matter how small, are not "arm-chair" products, but are the results of painstaking inquiry and research. In addition to the regular mailing list, thousands of extra copies have been sent, on request, to citizens of Toronto, to civic departments and to other cities. Practically all of these pieces of publicity were reviewed in the press, and went, therefore, into 80,000 or 90,000 homes in this city. Many were reproduced in national financial and municipal journals and indirectly affected the evolution of municipal government throughout Canada.

Since its inception, the Bureau has published 118 bulletins and white papers, and 14 booklets. In addition to this, several reports, too large for general publicity, were made available in typewritten form to the press of the City, and to the departments or organizations concerned.

During the year ending February 29th, 1920, the following publications were issued:

WHITE PAPERS

Date	No.	Title	Subject Matter
May 14, 1919	26	The Civic Car Lines	Financial Results of Operation of Civic Car Lines
May 14, 1919	27	Toronto Housing Commission	The necessity of citizen co-operation
June 5, 1919	28	Reception Hospital	The functions of such a hospital and the necessity for quick action
June 21, 1919	29	Street Railway Operation	The so-called Service-at-Cost Plan in other cities.
August 12, 1919	30	The Parks Dept.	Its Organization, Work and Cost
Oct. 6, 1919	31	Dept. of Public Health	As above
Nov. 19, 1919	32	The Police Dept.	As above
Dec. 22, 1919	33	Some Gains in Toronto's Financial Administration, 1914-1918	A Summary of Facts re Bonded Debt, Preparation of Estimates, etc.
Feb. 1, 1920	34	Teachers' Salaries	A statement from the standpoint of community needs
Feb. 21, 1920	35	Municipal Stadiums	Facts with regard to Other Cities
Feb. 21, 1920	36	Personnel of Our City Government for 1920	A Directory in Tabloid Form

BULLETINS

Date	No.	Title	Subject Matter
May 20, 1919	74	Effective Voting—Story No. 1	A Questionnaire to Citizens
May 22, 1919	75	Education in Citizenship—St. No. 1	A Questionnaire to Citizens
June 27, 1919	76	Effective Voting—Story No. 2	Summary of Citizens' Views
July 11, 1919	77	Effective Voting—Story No. 3	Voters' Leagues in Other Cities
July 31, 1919	78	Education in Citizenship—St. No. 2	Summary of Citizens' Views
August 19, 1919	79	Effective Voting—Story No. 4	The Hare System of Proportional Representation
Sept. 19, 1919	80	Forms of City Gov't—Story No. 1	Commission Government
Sept. 29, 1919	81	Forms of City Gov't—Story No. 2	City Manager Government
Nov. 7, 1919	82	Forms of City Gov't—Story No. 3	Mayor-Council-Board-of-Control Government with an Administrative Board.

In addition, the Bureau issued its Fifth Annual Analysis of the City's Estimates—"City Budget Facts for 1919." It is becoming easier each year to make this analysis, as the City's Estimates are issued in better form than some years ago, and contain valuable features which were formerly absent, such as a Classified Balance Sheet and Operating Account of the previous year. The Finance Commissioner's Introductions to the Official Estimates are invaluable public documents from the standpoint of the citizen and members of the City Government, and are remarkable for their comprehensiveness and incisiveness. "City Budget Facts for 1919" was smaller than its predecessors. Its issue will become entirely unnecessary when the City's Estimates contain uniform analysis for all City Departments. Such uniformity would not prevent, in addition to the uniform analysis, special forms of analysis and appropriation for particular departments such as construction departments.

Some Advances in Civic Administration

which are in line with constructive suggestions made by the Bureau during the past six years.

Improvements in the city's administration are the result of many forces and influences, and are the results of co-operation in progress. Through its constructive suggestions made during the past six years, the Bureau has co-operated with many citizens and citizen organizations in securing specific reforms. Below is a partial list of recommendations made by the Bureau now incorporated or partially so in the working programme of the city:

- a—That steps be taken to establish financial leadership for financial proposals, beginning with the appointment of a Commissioner of Finance.
- b—That the penalty for delay in paying taxes be increased and be made cumulative.
- c—That collection of arrears of taxes be speeded up.
- d—That in future no proper current expenses be charged to capital account, and that the pay-as-you-go policy be rigidly followed.
- e—That a definite rule be laid down as to the purposes for which debentures may be issued.
- f—That the instalment plan of issuing bonds be considered.
- g—That the sinking fund be placed on an actuarial basis.
- h—That a rotary fund for repair work be established.

- i—That "line item" bidding be substituted for lump sum bidding.
- j—That city lighting inspection be transferred from the Fire Department to some other department.
- k—That the Fire Department be as thoroughly organized for fire prevention as for fire fighting.
- l—That the public health services of the Board of Education and Board of Health be combined under the latter Board.
- m—That the accounts of the Board of Education be put on a proper revenue-expenditure basis as a foundation for cost accounts which would show the actual cost of educational functions, and that an operating account and classified balance sheet be printed in the annual report.
- n—That the Annual Reports of the Board of Education give statistics of retardation and over-age, and omit some statistical details of little value from the educational standpoint.
- o—That a continuous record card system for children be established which would facilitate their treatment as individuals and provide necessary data for measuring educational waste.

Advance Measures Which Have Been Suggested From Time to Time by the Bureau

and which still need the force of public opinion
to secure their complete adoption.

It would be impossible to list here all such recommendations, but below are a few of the most important ones which are still very live issues:

- 1—That the annual estimates for any given year be discussed by Council during the last months of the preceding year, so that they may be acted upon promptly at the beginning of each current year.
- 2—That the revenue and expenditure years be made to correspond more closely.
- 3—That the overdrawing of appropriations or the making of new appropriations after the adoption of the estimates be discontinued, except in cases of grave emergency.
- 4—That an Administrative Board (made up of the heads of the civic departments) be established, which would co-ordinate the work of the departments, act as a Budget Board under the chairmanship of the Finance Commissioner, act as a Civil Service Board, recommend policies to the City Council, and in general unify the administration of the city.

- 5—That the whole civil service of the city be reorganized along well-tried lines of civil service reform.
- 6—That a Central Purchasing Bureau be established (perhaps under the proposed Administrative Board).
- 7—That all departmental accounting be standardized and central accounting control established.
- 8—That as soon and as far as possible all water services be metered and that all water charges, whether to private citizens or city departments, be based on the amount of water used and the cost of production, with a fixed service charge.
- 9—That a Voters' League be established to promote a keener interest in voting on the part of the citizens, to bring about reform in the system of nominations, and to keep in touch with the records of members of the City Council and candidates therefor.

Community and Institutional Surveys.

In addition to the minor studies and inquiries which make up the routine of a Bureau's operations, major surveys have been conducted dealing with civic problems directly or with the problems of institutions performing important community services.

In 1914-1915 the Bureau made field studies of the recreational facilities of the city, of the cost of living in Toronto, based on the actual expenditures of a number of families, of the organization of the Fire Department, and of the organization and administration of the Department of Public Health.

In 1915-1916, the Bureau made a series of studies of the cost of various types of education in Toronto, compiled an extensive summary of methods of assessment and taxation in use in the English-speaking world, prepared descriptive charts of the Government of the City of Toronto, surveyed the accounting methods of two units of the city government, and made a field study of the Street Cleaning and Garbage Disposal Services of the City.

In 1916-1917, the Bureau prepared, for a committee of the Associated Boards of Trade of Ontario, a report on simplified forms of city government with draft legislation along the line of greater home rule for Ontario cities. The control of charitable expenditures of the city, and certain problems of school administration were also studied.

In 1917-1918, the Bureau made a study of the privately-controlled welfare work of the city, with particular reference to methods of co-operation in work and finance. This formed the basis of the pamphlet, "Toronto Gives." In this year, also, administrative surveys were made of the Toronto General Hospital and St. John's Industrial School.

The feature of the work of 1918-1919 was a survey of living conditions in "the Ward" and other districts of Toronto. The pamphlet entitled, "What is 'the Ward' Going to do With Toronto?" embodies the findings of this survey.

Some Additional Work Undertaken in 1919-1920.

Community Survey Work.

During the current year 1919-1920, the major study has been a survey of Public School Administration in the City. Every building has been visited and examined from the standpoint of the physical plant. A preliminary report has been made on the Building Department, and others are ready on "Educational Waste" and "The York Street School." A section on "The Wider Use of School Plant" is well under way.

Miscellaneous.

The Bureau has continued during the year its Help-Your-City Suggestion Service and has co-operated with citizens and citizen organizations by supplying to them, free of charge, information on a multitude of topics of civic interest. The Director has continued the course of lectures on Municipal Government at the Social Service Department of the University of Toronto. Members of the staff have spoken on citizenship at meetings of various societies, and have been present at all meetings of the City Council, Board of Control and Board of Education.

Citizens' Research Institute of Canada.

This allied organization is now well under way. Seven bulletins on matters of national interest have been published, and a report on a study of the Provincial Administration of British Columbia is ready for the press. When adequately financed, the Institute should be a large factor in securing more efficient Canadian Citizenship and, therefore, more effective public administration.

Bureau Expenditures and Budget.

During the past year the Bureau has spent \$25,246.08. The estimates for the year 1920-1921 total \$29,397.50. Analyzed statements of expenditure and proposed expenditure may be found on pages 14-15. A very large programme of work for the coming year lies before the Bureau. Its success in carrying out the programme depends largely on the continuance of the moral and financial support it has so far enjoyed.

A Training School for Public Service.

Former annual reports have pointed out the necessity of a Training School for Public Service, not only to recruit the staff of governmental research organizations, but also to provide a training for men with an ambition to serve the public in civic departments, government departments, and public and semi-public institutions. The citizen research movement provides an excellent field for such training. A Training School attached to the Bureau of Municipal Research and the Citizens' Research Institute of Canada, and co-operating with heads of public departments and institutions and with the Universities, should be able to combine the theoretical and practical sides of public administration and give the students a thorough grounding in its fundamentals.

During the war it was impossible to proceed with such educational work, both because it was decided to curtail expenditures as far as possible, and because young men suitable for training were not available. Furthermore, the staff was greatly reduced by enlistments at the beginning of the war and the remaining members found that the regular programme demanded all their time and energies.

Since 1918, however, the Bureau has been compelled to undertake such training, on a small scale, in order to recruit its own staff. Six returned men have been taken on the staff as members in training. Several of these are now members in full standing.

A better time than the present to establish a regular school would be difficult to imagine. The country needs its service. The young men are available. Money only is lacking. Some public-spirited man or woman could insure a thorough trial of the plan by an expenditure of \$25,000 a year for five years.

Respectfully submitted,

HORACE L. BRITTAIN,
Managing Director.

BUDGET ESTIMATES—Year Commencing March 1st, 1920

OBJECTS OF EXPENDITURE	COMPARATIVE FIGURES		
	Estimates 1920-1921	Expenditures 1919-1920	Expenditures 1918-1919
Personal Services	\$22,897.50	\$18,071.29	\$18,050.40
Regular Staff.....	22,697.50	17,468.47	17,874.85
Extra Help.....	200.00	602.82	175.55
Services Other Than Personal	\$3,900.00	\$4,600.34	\$4,458.94
Travelling Expenses.....	350.00	742.13	643.79
Communication Service.....	700.00	925.85	706.94
Printing and Photography.....	2,200.00	1,735.50	2,179.19
Mailing Service.....	200.00	345.55	149.45
Outside Clerical Service.....	350.00	524.17	700.12
Guests at Luncheon Meeting.....	100.00	25.15	10.64
Miscellaneous.....	100.00	301.99	68.81
Supplies	\$310.00	\$458.16	\$335.68
Stationery, Office and Draughting Supplies.....	200.00	320.17	234.24
Newspapers, Books and Periodicals.....	90.00	56.97	74.26
Miscellaneous.....	20.00	81.02	27.18
Fixed Charges and Miscellaneous	\$2,290.00	\$2,116.29	\$3,176.64
Rent of Office and Board Room.....	1,800.00	1,593.75	1,515.00
Insurance of Equipment.....	4.00	9.18	3.60
Depreciation of Equipment.....	450.00	472.86	441.22
Membership Fees and Miscellaneous.....	36.00	40.50	30.00
Proportion of Organization Expenses.....	.....	.....	1,186.82
TOTAL	\$29,397.50	\$25,246.08	\$26,021.66

EXPENDITURES CLASSIFIED BY WORK PERFORMED

Year Ending 29th February, 1920.

FUNCTIONS	Personal Services	Services Other Than Personal	Supplies	Fixed Charges and Miscellaneous	Total Direct Charges	Overhead and Indirect Charges	Total Cost
Publicity	\$2,316.29	\$2,319.89	\$110.48	.....	\$4,746.66	\$2,466.94	\$7,213.60
Small Bulletins.....	505.94	825.66	.....	.....	1,331.60	602.23	2,023.83
White Papers.....	648.45	994.73	9.86	.....	1,653.04	859.28	2,512.32
Preparing and Publishing Budget Analysis.....	208.17	403.13	.....	.....	671.30	349.07	1,020.37
Annual Report.....	134.30	41.87	6.50	.....	182.67	94.73	277.40
Lectures and Addresses.....	372.79	20.80	.....	.....	393.59	204.40	597.99
Miscellaneous Publicity Work.....	386.64	33.70	94.12	.....	514.46	267.23	781.69
Co-Operative Work—Free	\$5,996.51	\$751.59	\$17.65	.....	\$6,765.75	\$3,516.46	\$10,282.21
Board of Education (Survey).....	3,284.28	377.91	6.19	.....	3,668.38	1,907.35	5,575.73
Various Municipal Departments.....	478.44	1.02	.....	.....	479.46	249.30	728.76
Federation for Community Service.....	294.41	73.96	9.51	.....	377.88	196.44	574.32
Repatriation League.....	267.68	54	1.95	.....	270.17	140.43	410.60
Other Citizens and Citizen Organizations.....	881.03	18.27	.....	.....	899.30	467.52	1,366.82
Complaint Service.....	128.80	61.08	.....	.....	189.88	97.72	287.60
Outside Co-operation.....	661.87	218.81	.....	.....	880.68	457.70	1,338.38
Co-Operative Work Partly Recouped For	\$4,924.36	\$175.44	.....	.....	\$5,099.80	\$2,650.47	\$7,750.27
Toronto General Hospital (Re-organization).....	695.26	9.81	.....	.....	705.07	366.60	1,071.67
University of Toronto (Social Service Dept.).....	231.30	10.13	.....	.....	241.43	125.49	366.92
Citizens' Research Institute of Canada (Organization).....	2,317.72	142.91	.....	.....	2,460.63	1,279.01	3,739.64
Operation, Citizens' Research Institute of Canada.....	1,108.57	.77	.....	.....	1,109.34	570.45	1,685.79
Federation for Community Service (Preparation of Budget).....	148.18	.....	.....	.....	148.18	76.95	225.13
Miscellaneous.....	15.37	.....	.....	.....	15.37	7.92	23.29
Waterworks Revenue Study.....	71.43	2.14	.....	.....	73.57	38.23	111.80
Assessment and Taxation Study.....	32.93	.09	.....	.....	33.02	17.12	50.14
Miscellaneous Studies and Research Work.....	303.60	9.59	.....	.....	313.19	162.70	475.89
TOTAL	\$13,237.16	\$3,246.92	\$128.13	.....	\$16,612.21	\$8,633.87	\$25,246.08
Overhead and Indirect Charges	\$4,834.13	\$1,353.42	\$330.03	\$2,116.29	\$8,633.87	.....	.....
Committee Work and Meetings.....	557.50	64.93	4.50	15.00	641.93	.....	.....
Organization Expenses.....	977.58	74.06	.....	.....	1,051.64	.....	.....
Intelligence Service.....	985.37	9.20	63.77	132.75	1,191.09	.....	.....
General Overhead.....	2,313.68	1,205.23	261.76	1,988.54	5,749.21	.....	.....
GRAND TOTAL	\$18,071.29	\$4,600.34	\$458.16	\$2,116.29	\$25,246.08	.....	.....

Four Fundamentals in an Effective City Government

Citizens active, determined and without axes to grind.

A *City Council* courageous, public-spirited and able.

Heads of Departments devoted to the public service, co-operative in spirit and practice, of sound and independent judgment, respectful and obedient but not subservient to the Council and Board of Control.

A *Commissioner of Finance* far-sighted, with an eye single to the interests of the community as a whole, dispassionate in his judgment and inflexible in his determination to safeguard the City's and the citizen's interests.

Do we score 100% on all four counts? If not, the present critical period demands the best efforts of citizens and citizen organizations to improve the score.