

BUREAU
OF
MUNICIPAL RESEARCH

THIRTY-SECOND ANNUAL REPORT

YEAR ENDED FEBRUARY 28th

1946



OFFICES:
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TORONTO

Bureau of Municipal Research

THIRTY-SECOND

ANNUAL REPORT

YEAR ENDED FEBRUARY 28th, 1946

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FOREWORD

Toronto in common with other cities enjoys a large measure of self-government, subject only to the provisions of the Ontario Municipal Act and other provincial legislation. As citizens we have acquired a corporate sense and realize that though we elect representatives to direct our municipal affairs, the true character of the city and its consistent development arises out of a responsible and public-spirited citizenship which regards itself not merely as "population" but an intelligent and diversified community of men and women.

With business, social and family interests closely bound up in the well-being of the city, essential as is the exercise of the franchise, other instruments of expression must be found in order that the aim of government in its twofold aspect of continuity and initiative may be achieved.

One such agency and perhaps the only one serving with entire detachment in its field, is the Bureau of Municipal Research. By studying the broad trends of civic administration and advocating improvements based on experience gathered in other metropolitan areas, the Bureau has exerted a wholesome and stimulating influence. In the changing kaleidoscope of public affairs an organization of this kind is of paramount importance and must be sustained not by any particular group or public body, but by the contributions of individuals, business firms and financial institutions. Its files are a valuable source of reference and its published bulletins serve to clarify issues that may well be decisive in their effect on future expenditure and planning.

A group of capable and alert citizens form a Council working in close association with the managing director, Dr H L. Brittain. It is not a short-lived or experimental effort, but one based on sound experience and good judgment, and as such merits the support of those who recognize the value, even in the best governed city, of an impartial and well-informed agency keen to discern and ready to speak out in the public interest.

Respectfully submitted

THOMAS G ROGERS

President.

Bureau of Municipal Research

REPORT OF THE MANAGING DIRECTOR

For the Year Ended February 28th, 1946

Ladies and Gentlemen:

It is quite unusual for a voluntary citizen organization to have an uninterrupted active existence for a third of a century, but with March 1st last, the Bureau of Municipal Research of Toronto entered upon its thirty-third year of service to the citizens of this community.

During this time the Bureau has had four presidents and about one hundred citizens have served on its Board of Trustees and Council. All of these have given their time gratis and many have subscribed substantially to the work. Three names of officers of 1914 are on the letterhead now in use. Many hundreds of citizens have supported the work of the Bureau. At least 35 have subscribed annually since 1914 and 173 for 20 years or over. Death is responsible for most changes both among Board members and supporters. It will readily be seen that those in close touch with the Bureau's work most recognize its value.

The City of Toronto is only the centre of the Toronto Community. There are many local municipal corporations within its area. Their political boundaries are artificial and fortuitous and correspond in no way to differences in local requirements of the people who live in the metropolitan area. Many live within suburban municipalities, but work in the City. Some of these formerly lived in the City. Their moving from the City did not alter their human needs any more than moving from one part of the City to another would do so. If the present population were to find themselves suddenly without municipal institutions, it is fantastic to think that those which would have to be set up at once would have exactly the boundaries that at present exist and that there would be just the same number of municipal corporations in the area as at present. In fact, would there be more than one? Is not the resistance to the union movement a matter of habit and vested interests? Is there any real substance in the arguments against union?

Do streets stop at municipal boundaries? Should sewers and sewage disposal depend on the needs of families in the area or should

Community Planning additional expense be incurred to make each municipality self-contained? Should each person be compelled to sleep and work in the same municipality? Do criminals who commit crimes in Toronto stop at municipal boundaries? Do measles, scarlet rash or diphtheria respect the boundaries of municipal corporations? We have seen union of Separate School areas—urban and suburban—under a single elected Board. Why not a union of the Public Schools, Collegiates and High Schools in the whole metropolitan area under a single Board of Education? As a matter of fact, the families which live in the Toronto area are as it were cells in a unitary social and economic organism. Why carve this organism up into sections which are not even organs?

City Planning, even the most efficient, is not good enough for Toronto. The whole Toronto area being a single social and economic unit, municipal planning should be for the same unit. Toronto is wealthy and prosperous, but not sufficiently so to be able indefinitely to throw away money on partial plans. To wait until some eight or ten local municipal councils get in line and agree on any general or even particular plan means that before agreement is reached changes which make the plans impossible except at great additional expense may have occurred. In this case, "time is the essence of the Contract." Effective and prompt co-ordination can be effected only by a single authority having jurisdiction over the whole Toronto Metropolitan area—not 25 years from now, but **now**. A little constructive imagination—not a great amount—on the part of the people and of the public bodies they elect, would prevent a great and growing community from being hamstrung. Whether or not this community will progressively become more desirable and efficient as a site for homes, business and industry depends on the degree of activity or inertia on the part of citizens and elected civic bodies, in community planning during the next five or ten years.

City or Community Planning presupposes a forward look and a forward look means a survey of all improvements that are to be or should be undertaken, over a term of years, in order of importance. A capital budget must therefore be for more than one year—probably for five years—with annual reviews by Council. As those capital expenditures which are made out of borrowed funds carry interest and repayment of principal charges, they are reflected in the current budget and therefore the annual tax rate. This means that for proper consideration of the capital budget, the current budget must be pro-

jected as a reasonable estimate for a five year period, lest the projected current burdens caused by the capital budget should become so great that home-owning, business and industry would be discouraged.

This is the budget which is met by taxation and incidental revenues. It is made up of the cost of servicing the general and school debt, the cost of the overhead departments, the **The Current Budget** cost of the operating and service departments and the cost of such small capital expenditures as bodies elected for one year, may be induced to include. Manifestly a current annual budget must cover the proposed expenditure out of the revenue of the current year and to be fully effective must be passed—at least provisionally—before and not after the current year begins.

The Bureau has urged for many years, that the annual budget in tentative form be considered by the Council, be distributed and made an issue in the civic election, and be passed finally and the tax rate struck early in January of each year by the new Council. This would involve some amendment of existing legislation, some changes in present methods, a real belief in democratic procedure and some conversions among beneficiaries of the present system. The program could be carried out if the will to do so existed among the voters and their elected representatives, neither of whom seem to wish to be bothered about it. Possibly if the details of the budget were to come up for discussion in November and December rather than in January and February, nominations might be more active and participation in voting more extensive. At present civic elections are as it were conducted in a factual vacuum or near vacuum.

As long as property assessment is the basis of the greater part of city revenue, the principle that property owners should have a right to pass on capital expenditures, when the city's **Money** credit is involved, should be applied in all cases except **By-laws** in grave emergency. Council should not have power to ask and no provincial authority should have the power to permit the incurring of civic indebtedness without a vote of those qualified to vote on money bylaws. If all detailed studies of the proposed improvement and all construction necessary to the improvement were made before and not after the submission of the by-law, if the information growing out of these studies were publicized, and if all money by-laws were voted on, possibly more than one-third of those entitled to vote on money by-laws would go to the polls. Less than one-third of those entitled to vote on money by-laws actually voted on the two money by-laws submitted in the 1946 election. Not

the minimum amount of information that will be tolerated by the public, but the maximum of information which can be made available should be the end sought. Citizen participation in public business can be expected only when citizens are convinced that their participation means something, and is really appreciated by the body or bodies which has to see that policies are carried out.

Particularly when the building which houses civic departments is not well adapted to the purposes of administration and does not permit the placing of divisions of a department in close physical proximity to one another, real co-ordination or amalgamation of departments is made extremely difficult. Under such circumstances only the enthusiastic participation of divisional heads can prevent the defeat of the original intention and co-ordination may become simply the layout of departments on the letterhead or in the official list of departments.

When new units are initiated, unless they are closely united to existing departments, the real effect is an increase in the number of departments and therefore usually of employees. The Bureau learns that the new purchasing unit is, as it should be, a division of the Treasury Department. The new personnel unit is under the supervision of the City Clerk's Department as far as pay-rolls and expenditure are concerned. If it is not already, it should be a division of the City Clerk's Department for all administrative purposes. Its relation to the Advisory Personnel Commission need not be affected in any way.

The experience of the last five years has amply demonstrated that the one year term is too short and that a three year term is none too long. The one year term is defended because it is said to be democratic. If frustration of forward looking movements is democratic, then the one year system is democratic. Some cities in Ontario and many cities in Canada have a longer term for members of Council. It does not appear that they are any less democratic on that account. Neither does it appear that the rest of the English speaking world is less democratic than Ontario or Canada. Is Toronto out of step or are Vancouver, Windsor, Halifax, Birmingham, Liverpool, Glasgow, Detroit and Cleveland? If one-third of the ward representatives in Council are elected each year, the local electorate is brought in touch with municipal problems annually and the members not coming up for election will observe carefully what the electors think and will act accordingly. The three year "staggered term" for aldermen would give assured continuity of membership, should bring out more candidates, should make elec-

tors more critical in selecting and choosing between candidates, would make possible earlier passing of the budget, would diminish resistance to the drawing up of a tentative budget in November for discussion at the annual elections, would expedite current business and promote long-term city planning. Democracy is not measured by the multiplicity of elections and the shortness of elective terms, but by degree of control of the citizen's business by the citizens—resulting in more and better service for less expenditure. There is only a limited amount of wealth. What is wasted or spent on one activity cannot be spent on another. New and desirable community services are all the time emerging. Their growth is limited by waste and inefficiency in administering existing services.

If wards are supposed to correspond with local communities or relatively homogeneous populations within the city, the present wards do not qualify. Whatever may have been the conditions thirty or forty years ago, shifts in population have long since destroyed any correspondence between the boundaries of wards and sub-communities. If wards are simply devices to secure equitable representation in Council, they are hardly more significant. They vary in population from 48,155 in ward 7 to 118,500 in ward 6. The number of voters varies as follows:

Ward	No. on Voting List
1	41,052
2	30,198
3	26,608
4	32,554
5	47,450
6	64,570
7	27,402
8	48,702
9	44,939

BALANCE SHEET
At the 28th February, 1946

STATEMENT I

Assets		Liabilities	
		1945	
Cash on Hand and in Bank	774.80	Accounts Payable	\$ 114.94
Accounts Receivable	608.15	Reserve for Service in Respect of Unexpired Subscriptions	1,350.00
Citizens' Research Institute of Canada	3,080.37	Surplus—	
Equipment and Library	3,080.37	Balance at 1st March, 1945	\$1,486.40
Deduct: Reserve for Depreciation	3,080.37	Less: Excess of Expenditure over Revenue for the year ended the 28th February, 1946—Statement II	1,450.90
Deferred Charges—Unexpired Insurance	2.55		35.50
	\$ 1,385.50		\$ 1,486.40
	\$ 2,951.34		\$ 2,951.34
REVENUE AND EXPENDITURE ACCOUNT			
For the Year Ended the 28th February, 1946			
Expenditure		Revenue	
		1945	
Personal Services	\$7,331.61	Subscriptions	\$ 6,487.00
Add: Amount charged by Citizens' Research Institute of Canada for Staff Services—Net	132.80	Service Revenue	1,391.46
		Sundry Revenue	700.00
Printing and Mailing Expense	\$1,528.15		1,871.69
General and Office Expense			700.00
Less: Rent paid by—			
Citizens' Research Institute of Canada	\$480.00		
Ontario Municipal Association	120.00		
	600.00		
Travelling Expenses	928.15		
Unemployment Insurance	31.92		
Bank Charges	.96		
	\$10,029.36		
	\$ 9,794.94		
		Balance, being excess of Expenditure over Revenue for the year—Statement I	1,450.90
			\$ 1,095.25
			\$10,029.36
			\$ 9,794.94
			STATEMENT II
			1945
			\$ 6,128.00
			1,871.69
			700.00

We have examined the books and accounts of the Bureau of Municipal Research for the year ended the 28th February, 1946. In connection with our examination we made a general review of the accounting methods and carried out a test of the transactions recorded for the year, but we did not examine the Reserve for Services in respect of Unexpired Subscriptions. Based upon such examination, we report that all our requirements as auditors have been complied with and that, in our opinion, the above Balance Sheet is properly drawn up so as to exhibit a true and correct view of the state of the Bureau's affairs at the 28th February, 1946, according to the best of our information and the explanations given to us and as shown by the books of the Bureau.
Dated at Toronto, Ontario, 5th April, 1946.

GEORGE A. TOTOHE & CO.,
Chartered Accountants, Auditors.

Yet 32,554 voters in ward 4 have the same representation in Council as 64,570 voters in ward 6 and the 27,402 in ward 7 have the same representation as the 44,939 in ward 9.

If ward lines mean so little under present conditions why not redraw them, or better still—as in modern growing cities population is always shifting and rendering ward boundaries out of date—discontinue the ward method of election?

During the year ended February 28th, 1946, the Bureau issued eleven White Papers as follows:

PUBLICATIONS

No.	SUBJECT	DATE
299	Voting Record, January 1st, 1945, and Preceding Decade	March 10, 1945
300	The Importance of Local Government in Democracy	May 31, 1945
301	Toronto's Budget for 1945—Story No. 1	September 15, 1945 (Prepared for June, 1945)
302	Toronto's Budget for 1945—Story No. 2	October 26, 1945
303	Toronto's Budget for 1945—Story No. 3	November 12, 1945
304	Need Election Talks Be Just Talks	December 6, 1945
305	Where Are Toronto and Its Metropolitan Area Heading?	December 20, 1945
306	Open Letter re Questions Submitted to Electors	December 27, 1945
307	Non-Voting	Feb. 18, 1946
308	Civic Personnel	February 18, 1946
309	The Smoke Evil	February 28, 1946

There were many calls for extra copies of these publications.

I wish to thank the Council for their co-operation throughout the year and the subscribers to the Bureau for their continued financial support. The staff suffered some changes throughout the year, but in spite of this, the loyal co-operation of its members throughout a particularly trying year made possible the consistent continuation of the work.

Yours respectfully,

HORACE L. BRITTAIN,
Managing Director.

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 Ames & Co., A. E.
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 Bauckham, Chas.
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 Canada Permanent Mortgage Corp.
 Canada Printing Ink Co., Ltd.
 Canadian Acme Screw & Gear, Ltd.
 Canadian Bank of Commerce, The
 Canadian Breweries, Ltd.
 Canadian Chewing Gum Co., Ltd.
 Canadian Industries Ltd.
 Canadian Manufacturers' Association, Inc.
 Canadian Pacific Express Co., Ltd.
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 Crighton, A. S.
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 Dominion of Canada General Ins. Co.
 Dominion Electric Protection Co., Ltd.
 Donovan, Geo. R.
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 Dunham Co., Ltd., C. A.
 Dunlap, Mrs. D. A.
 Dunlop Tire & Rubber Co., Ltd.
 Eaton Co., Ltd., The T.
 Edwards, George, F.C.A., C.B.E., LL.D.
 Ellsworth, Albert L.
 Employers' Liability Assurance Corp., Ltd.
 Everall Co., Ltd., George
 Excelsior Life Insurance Co.
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 Mason, G. W., K.C.
 Mason, T. H.
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 Minneapolis-Honeywell Regulator Co., Ltd.
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 National Cellulose of Canada, Ltd.
 National Life Assurance Co. of Canada, Ltd.
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 Ontario, Province of, Dept. of Municipal Affairs
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 Roden Bros., Ltd.
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 Rutherford, Williamson & Co.
 Salada Tea Co. of Canada, Ltd.
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 Seythes & Co., Ltd.
 Shell Oil Co. of Canada, Ltd.
 Shuttleworth Chemical Co., Ltd., The E. B.
 Shenstone, Dr. Norman S.
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 Standard Brands, Ltd.
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 Tomenson, Saunders, Smith & Garfat Ltd.
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 Toronto Carpet Mfg. Co., Ltd.
 Toronto Daily Star
 Toronto General Trusts Corp., The
 Toronto Iron Works, Ltd.
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 Underwood Elliott Fisher, Ltd.
 United Church Publishing House
 Victoria Paper & Twine Co., Ltd.
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 Warner & Co., Ltd., William R.
 Welch, H. J.
 Wellington Building Corp., Ltd.
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 Winter, Lewis A.
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 Wood, Ltd., C. J. B.
 Wood, Gundy & Co., Ltd.
 Woolworth Co., Ltd., F. W.
 Wrong, Prof. Geo. M.
 Young, Dr. George S.

The Bureau of Municipal Research is, and has been from the first, supported by private subscriptions from public-spirited citizens. It has received no governmental or municipal grants, for the reason that its statements of facts, and suggestions as to policy, must not only be independent and unbiased, but must be so considered by the general public. The value of the Bureau to the citizens of Toronto depends on its independence as an agency of constructive criticism and citizen co-operation.