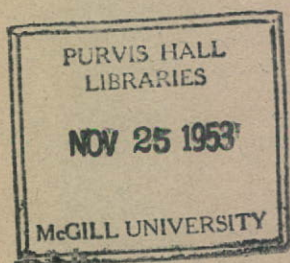


C  
Stock

*Thirty-seventh*  
*Annual Report*  
1951



**BUREAU of MUNICIPAL RESEARCH**  
**TORONTO**



# BUREAU of MUNICIPAL RESEARCH

## *Thirty-seventh* *Annual Report*

FOR THE YEAR ENDED FEBRUARY 28, 1951



An independent fact-finding organization  
reporting to the public on civic affairs.

OFFICES: 24 ISABELLA STREET, TORONTO

# Council

## OFFICERS

EDWIN A. JARRETT, F.C.A. ....	PRESIDENT
Partner, Glendinning, Jarrett, Gray & Roberts	
R. C. BERKINSHAW, C.B.E. ....	VICE-PRESIDENT
Vice-President & General Manager, Goodyear Tire & Rubber Co. of Canada Ltd.	
KENNETH M. KILBOURN .....	VICE-PRESIDENT
President, Wickett & Craig Limited	
HECTOR C. MITCHELL .....	HONORARY-TREASURER
Partner, W. G. Mitchell & Company	
LEWIS A. WINTER, O.B.E. ....	DEPUTY HONORARY-TREASURER
Honorary Treasurer, Canadian Red Cross Society	
THOMAS G. ROGERS .....	IMMEDIATE PAST PRESIDENT
Vice-President & Secretary, Lake Simcoe Ice & Fuel Limited	

## MEMBERS

J. WILFRID AIKENHEAD Pres. & Gen. Mgr., Aikenhead Hardware Ltd.	HENRY R. JACKMAN Pres., Monarch Mortgage & Investments Ltd.
R. W. BOLSTAD Vice-Pres. & Treas., Famous Players Cdn. Corp'n.	D. W. LANG, K.C. Sr. Partner, Lang, Michener, Day & Cranston
J. T. BRYDEN Gen. Mgr., North American Life Assur. Co.	GORDON C. LINDSAY Gen. Mgr., Toronto General Trusts Corp'n
R. J. BURTIS Mgr., Toronto Branch, Bank of Toronto	J. K. MACDONALD Pres., Confederation Life Association
WILLIAM H. CLARKE Pres., Clarke, Irwin & Co. Ltd.	JOHN PARKIN, SR. Dir., John B. Parkin Associates
GEORGE D. DAVIS Chmn., Ontario Health Survey Committee	W. FRANK PRENDERGAST, O.B.E. Assist. to the Pres., Imperial Oil Ltd.
D. B. DINGLE Statistician, Wood, Gundy & Co. Ltd.	F. W. PRESANT Vice-Pres., Toronto Elevators Ltd.
JOHN A. DOCHSTADER Toronto Div. Mgr., Bell Telephone Co. of Can.	E. C. SCYTHES Pres., Engineering Industries Ltd.
ROBERT G. ELDER Pres., Robert Elder Ltd.	A. M. G. STEWART Mgr., J. F. M. Stewart & Company
S. M. HERMANT Assist. to the Pres., Imperial Optical Co. Ltd.	H. M. TEDMAN Vice-Pres. & Gen. Mgr., J. J. Gibbons Ltd.
WILLIAM F. HOLDING Pres., General Steel Wares Ltd.	THOMAS WILDING Assist to the Pres., The Dominion Bank
FRANK W. HOW Credit Mgr. for Toronto, Cdn. Industries Ltd.	

## TRUSTEES

J. H. DOMELLE  
Retired

C. E. EDMONDS  
(Deceased)

E. J. TUCKER  
Vice-Pres. & Gen. Mgr., Consumers' Gas Co. of Toronto

## DIRECTOR AND SECRETARY

ERIC HARDY



# Foreword

Twelve months have slipped by quickly since our last annual meeting, and it is now my pleasure to introduce this report and to comment on another successful year in the life of the Bureau. That it has been an active year is already plain to those who have been associated with the work; and the value in what we are attempting is brought home to me in each fresh account of the current problems with which urban communities are grappling, here and elsewhere. Surely, in these times, our citizens can make good use of every constructive effort that can be enlisted in support of local government.

One of the features of our Bureau which has always had an appeal for me is the fact that its activities are not limited to the City proper. As one example, the Bureau's wider franchise has had much to do with its long-term concern with questions of metropolitan administration. And because of the extensive research background on this subject, the Bureau's comments appear to have stood up well under the test of an aroused public interest and considerable debate on the proper method of tackling the metropolitan problem of Toronto and its rapidly growing suburban area.

As one who has taken some personal interest in this question, I have been pleased that the Bureau has neither backed away from the controversial issues, nor stepped in without careful consideration by its board as to the stand to be taken by it on this important municipal question. Once the Bureau is convinced that a certain course is beneficial for the community as a whole it advocates that course without fear or favour and, on the area solution for Toronto, the Bureau holds strongly that amalgamation is the first choice for the ultimate welfare of all concerned.

Last fall, the director was asked to appear before the Ontario Municipal Board as a witness at the amalgamation hearings. Beforehand, the Bureau's findings and recommendations were carefully reviewed at a meeting of our Council and, later, a proposed statement was circulated to all the Council members. Afterwards, the director's evidence under cross-examination was reported to and discussed by our Council. Those who have followed the hearings may agree with the Council's view that the director, speaking on our behalf, acquitted himself well in a difficult assignment.

Since taking up my present office, I have frequently been struck by the influence the Bureau brings to bear on the conduct of civic government aside altogether from the monthly bulletins. Of particular note is the repeated contact staff members have, as our ambassadors, with civic officials and elected representatives when seeking or providing information, and in useful committee work. I wonder if Bureau members are properly conscious of the amount that can be and is accomplished through just such associations. Indeed, while recognizing with appreciation the generous publicity which the press gives to the work, it would be quite wrong to measure Bureau successes by this standard only. Many of the improvements that have been achieved have come slowly and quietly; and we may know that the Bureau has frequently advocated a change without being able to determine how far it alone has been instrumental in bringing it about. But without such an agency, civic affairs over the last thirty-seven years would certainly have followed quite a different course while, if the Bureau's services were to be suddenly withdrawn, the loss would be immediately apparent.

The Bureau is fortunate to have such an able and well qualified director as Mr. Eric Hardy assisted by an enthusiastic and co-operative staff to conduct the research and general activities of the Bureau, and I take this opportunity to express the thanks of the board for the excellent services rendered by them during the past year.

For my part, it is with increased appreciation of what the Bureau has meant and continues to mean to the welfare of City and suburbs that I thank all Bureau supporters for building and maintaining this practical service, and especially the members of the Bureau Council for their part in the active direction of Bureau affairs.

EDWIN A. JARRETT  
President

# *Director's Report*

Today marks the thirty-seventh annual meeting of the Bureau and is the occasion for my fourth report to you, as members and subscribers, on the state of Bureau affairs. I plan to say something, also, about two questions of current interest to your research staff. But it seems appropriate in addressing an organization of such long standing, where many subscribers have a lengthy personal association with the work, to give first attention to some comments on our own operations.

The main objectives pursued by the Bureau were carefully developed in its early days. They have stood up well and I see no reason for any present change in them. The research methods and the presentation of findings are somewhat more elastic, although here too, the pattern of earlier years has generally been followed. Along such lines, the Bureau's programme in recent months has been actively promoted with satisfactory and encouraging results. In addition, a special study of the City's finances was carried out for the Toronto Board of Trade. The work extended over a considerable period and required the use of an additional staff member; the findings could not be called sensational, but the information helped to extend our field of reference and to substantiate and define opinions on current financial problems and policies. I should call the assignment opportune and mutually beneficial. Another constructive undertaking has now been concluded in the second report of the Civic Advisory Council's metropolitan problems committee. The Bureau was a major participant in the work of the committee and in my view this again has been time well spent.

Coupled with the progress in our consideration of civic problems, I am able to report a further improvement in the Bureau's internal finances. A modest operating surplus and an improved balance sheet standing put us in a better position to cope with the adverse effects of inflation. The major credit for the improvement must go to the Council whose members have been most energetic in furthering Bureau objectives.

During 1950-51 Council members, who are all busy men, have given a great deal of consideration to the research programme and their discussions have done much to fortify and give direction to the individual research projects for which the staff is primarily responsible. I am grateful for the support from the Council and conscious of the responsibility that it places on us to be vigorous and thorough in everything we undertake.

During the past year, the Bureau's work on committees and as an observer at various municipal meetings has been further ex-



panded. Much of the information gained through these channels never gets into the bulletins. It may help us, in what we draft, to stress practical objectives; and sometimes work of this nature leads to more serious consideration of Bureau recommendations. At the same time, I am becoming more impressed daily with the value of providing information services whether or not recommendations on municipal practice are involved. I am not one of those who sees a sinister motive behind every unwise move a municipality makes. Civic operations appear, if anything, to be more conscientiously managed than in an earlier day. But civic questions are getting more difficult and local affairs are perhaps more puzzling than at any time before.

For these reasons, your Bureau has felt it worthwhile to spend an increasing amount of time in giving out information and in meeting calls on it for speakers. During the past year, aside from engagements in outside centres, the Bureau has addressed groups large and small on an average of twice a month, with most of this work concentrated in the winter season.

While your Bureau has been carrying out an active programme, the work is by no means directed exclusively to subscribers. As subscribers, you see what appears in our bulletins; from time to time, we answer your requests for information from our files; and on occasion we are able to serve some of you in other ways.

At no time has the Bureau Council or the membership which it represents taken the stand that any services of the research staff should be held as the private preserve of Bureau supporters. In line with our charter, Bureau resources have been and, I am convinced, should continue to be freely available to all comers. Bearing this fact in mind, I should like to invite all subscribers to make more extended use of our available facilities. We stand in readiness, wherever possible, to meet your calls for platform presentations; for committee participation and for direct information services.

Indeed the more the Bureau can be drawn into lively consideration of those questions which are disturbing to local citizens, the more it can strengthen its own research programme and concentrate its work on the most pressing community objectives.

## **Capital Financing**

One of the problems of increasing concern to municipalities in this metropolitan area is that of capital financing. What the suburbs are faced with is plain enough. Rapid residential and business expansion is requiring a corresponding public works development—new streets and sewers, school accommodation and other physical facilities. Some particular suburbs have grown at an amazing rate;

and more than one of them, through lack of industrial development, has had to work from a rather poor tax base. The combination has brought sharply mounting taxes and a burden of debt which is fast accumulating, while municipal planning and service provision is lagging behind current needs and is quite unable to anticipate future needs. It might be expected that the higher costs now being encountered will help speed a pooling of responsibilities. For, to my way of thinking, such a move offers the surest method of overcoming the major difficulties in financing the present suburban expansion.

Toronto proper has its own problem of capital financing, although it is quite different to that being faced by the suburbs. Perhaps, too, it is not as fully understood or appreciated.

Toronto's credit position stands high, its debt structure is not presently overloaded, and the City's capital plant has been fully established for some years. Its resident population is actually declining, so that even certain of the normal renewals—and schools is the most obvious example—do not call for replacement on as large a scale. But while periodic renewal and modernization of the City's physical facilities is required to serve Toronto people, the more urgent problem stems from the City's position at the heart of a great metropolitan area; and the single big need is for traffic and transportation facilities adequate to maintain the central area as the hub of greater Toronto's business and cultural life.

That redevelopment must go forward on a big scale, and that it must meet much more than the transportation needs of the City proper, is amply demonstrated by the present rapid transit project. Moreover, as everyone knows, the job of cutting through our congested downtown areas is proving a costly business. Beyond drawing on its substantial reserves, the T.T.C. has already obtained \$15 million in new money while the City has just recently approved plans for a further debenture issue of \$20 million.

A special complication that the City faces in its efforts to alleviate traffic congestion is caused by the divided jurisdiction between City and suburbs. The decision by City Council to begin work in 1951 on the St. George Street extension before starting on the parallel extension of Spadina Road was heavily influenced by this situation.

Either improvement is a highly expensive undertaking; two years ago, when figures were prepared as part of Toronto's Official Plan, a rough figure of \$3 million was set down for the Spadina development, and no more recent or precise estimate has been put forward. Also in the Official Plan, was a more carefully calculated figure of \$3,283,821 as the cost of the St. George Street project. When the work on St. George was authorized in this year's capital estimates the figure of two years ago was merely repeated.



Here, I must interject the comment that use of the two-year-old estimate is unsatisfactory and even, on the surface, misleading. The estimate of cost under which the work has been given general approval looks like an up-to-date calculation worked out to the last dollar. Yet the way prices have climbed it is, as you can see, no longer anything of the sort.

To return to my earlier point. From the information that is available, there appears to be little difference between the cost of extending St. George Street or Spadina Road. The Spadina improvement might be expected ultimately to accommodate the greater flow of traffic; but the uncertain element is when or how this through-route might be extended beyond the municipal boundary at St. Clair Avenue. And so the St. George Street project has been given the priority.

Another phase of Toronto's highway problems is pointed up sharply by discussions on the proposed Lakeshore Highway. This has been planned as a completely new grade-separated route running north of Sunnyside and the Exhibition grounds from the Humber River to Strachan Avenue, and the likely cost, according to the Official Plan, was \$12 million for a four lane highway. Perhaps a closer estimate today would run to \$20 million. However a six lane artery is now being advocated and on this scale the cost might be in the neighbourhood of \$30 million. Even this mammoth undertaking is regarded as only a partial remedy. A further widening of Fleet Street east from the Exhibition Grounds will be needed, as a minimum, to carry the vehicles into or around the central industrial and business district.

The traffic count along the present Lakeshore Boulevard leaves little doubt that something drastic must be done, and before too long. Piecing and patching to squeeze motor traffic through the present congested streets can go on only so long. Yet all the Toronto Council has advocated for immediate action is a widening of the present Lakeshore Boulevard between Strachan and Dowling Avenues at an estimated cost of \$621 thousand. For a couple of weeks each year the widening will give some relief to the problem of juggling through-traffic and Exhibition parking; but beyond this, its value is obviously limited because the Sunnyside bottleneck will be further accentuated. When all are agreed that the new route will have to be built eventually, the present widening is a short-sighted misdirection of funds.

Substantial support for capital expenditures on highways is provided through Provincial grants which cover one-third of the cost of approved works. One reason behind these payments for highway construction is the fact that the Province is the sole beneficiary from the gasoline tax. Yet the same grant formula applies equally to cities, towns, villages and townships throughout the Province. So far the Province has failed to recognize as grounds for a higher percentage grant to Toronto the heavy traffic resulting

from its strategic location or the tremendous expense of creating arterial through-routes in a built-up city with concentrated property values.

Last year the Province fixed a limit on the municipal road expenditures that would be eligible for Provincial grants. Toronto was told that it could qualify on a combined current and capital outlay of not more than \$4 million. At the time the City was much concerned because it had already set its sights considerably above this figure for capital construction alone. Nevertheless at the year end, the City found itself about 13 percent below the \$4 million mark on the amount of work actually carried out. In more normal times, the Provincial grant ceiling could prove a handicap if it should remain unchanged. But, at the moment, there are other more serious discouragements to highway construction.

To my mind there are four problems confronting the City in its highway redevelopment programme.

1. Divided jurisdiction between City and suburbs has impeded planning of the fundamental arterial routes that are essential.
2. The public has not been made fully aware of the necessity for drastic action and so is not prepared to throw its weight behind the major capital projects around which any successful traffic improvement plan must centre.
3. The City Council has not itself been sufficiently impressed with the need to concentrate on developing large scale improvements one by one, while putting up with some present traffic difficulties that can be alleviated but not cured by such measures as street widenings.
4. The Province has yet to recognize that the real property tax base does not provide Toronto with revenues in proportion to the heavy flow of traffic through its streets and, in particular, that development of costly arterial routes should be supported by the Province on a more generous scale than ordinary road construction.

The Bureau has always been an advocate of a conservative attitude to capital and current financing alike. It has held that Toronto can and should stick to balanced budgets and a tax rate within reason as primary objectives. Unfortunately, however, in common with all municipalities, Toronto lacks a satisfactory tax and revenue structure with which to carry out current social service responsibilities and at the same time maintain its physical services and highway facilities. No full solution can be achieved until provincial-municipal financing is established on an appropriate long-term basis. But in the meantime, it is my view that we can make better use of the money we are spending through a fuller appreciation of the fundamental capital developments that are required.



## Metropolitan Assessment

During the past year, much progress has been made on the amalgamation issue. In particular the Ontario Municipal Board hearings have helped to clear the air. And, to my mind, the Board has gained the respect of all municipalities in the Toronto area for the way in which the hearings have been conducted.

The Municipal Board, as I expect you know, has recently made one major recommendation and the government has followed this up in an Act of the present legislature to provide for "uniformity of assessment in Greater Toronto." The value in such a step is obvious. It should throw light on one of the most difficult questions—the question of costs, that is, the way tax rates in the several municipalities would be affected by the merger. The Bureau in a bulletin issued last June took the stand that, any full-fledged review of assessments throughout the area would have to be directed by the Province rather than by one of the partisans. And I think that recommendation holds good today. Additional information on costs cannot of course prove favourable to every municipality; the financial position of all present taxpayers could not be immediately improved under amalgamation. But uniform assessment should set at rest the extravagant fears that many have expressed as to the load that would be thrown on particular areas. It should be added, also, that uniform assessment will only clear up one fundamental of the costs question. Quality of services in different municipalities may easily continue in dispute, while no one can safely predict what tax and expenditure policies an amalgamated municipality might pursue.

Some individual sections of the Government's Act to obtain uniform valuations have been criticized as unnecessarily restrictive or arbitrary, and it is possible that individual sections would benefit by amendment. My own conviction, however, is that the general plan set forth in the Act is sound; that fairly extensive powers *must* rest with the Province to enable it to do its job; and that the act as it stands *can* be made to work well.

I think, too, we must assume that the Province is well aware of the difficult assignment it has taken on. The act makes sense to me because I read into it the intention of the Municipal Board and of the Ontario Government to push for either a major pooling of metropolitan services or full-fledged amalgamation. The Act robs the Toronto municipalities of their independence in the field of real property assessment—only partially, while the initial valuation is being taken—but completely so, once the Assessment Board's valuation is proclaimed in a municipality as the actual assessment for taxation purposes. It is because I foresee that this power will be quickly restored to the area, either under an area board, or to an amalgamated city, that I am prepared to go along with such an immediate loss in local autonomy.

One fact stands out in my mind. I am convinced that the Province must find and appoint men of diplomacy and genuine stature in the assessment field to the Greater Toronto Assessment Board. Otherwise this particular job will fail and threaten the success of present efforts to solve the metropolitan problem constructively.

Recently the Ontario Department of Municipal Affairs issued a manual to guide assessors in making valuations. Use of the manual is optional and wisely so. For the procedures set out in its pages differ sharply, and I believe I can say fundamentally, from those currently in use in all the Toronto municipalities and throughout the rest of the Province except for a handful of trial areas. The methods suggested in the manual have not been fully tested and I have personal doubts that they will stand up entirely in the courts as proper valuation procedures under the present Ontario Assessment Act. For this reason, it would seem the part of wisdom for the new Assessment Board in doing its job to stick to the established and widely recognized assessment methods and to make the maximum use of present assessments in the area. For the Board to use the Toronto area as one more place in which to try out the Department's manual would be nothing short of a grave error in judgment.

But on assumption that the Province and the new Provincial Board will act in this matter with restraint and good judgment, suburbs and City alike should offer full co-operation in expediting the work. The affected municipalities may feel it necessary as the job proceeds to criticize details of the scheme. But they should never overlook the fact that the real objective to be served by the assessment job is promotion of greater harmony and a better understanding of our metropolitan problem.

ERIC HARDY  
Director

#### AUDITORS' CERTIFICATE

To the Bureau of Municipal Research  
Toronto, Ontario.

We have examined the books and accounts of the Bureau of Municipal Research for the year ended the 28th February, 1951. 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. Based upon such examination, we report that all our requirements as auditors have been complied with and that, in our opinion, the accompanying Balance Sheet and related Revenue and Expenditure Account are properly drawn up so as to exhibit a true and correct view of the state of the Bureau's affairs at the 28th February, 1951, and the results of its operations for the year then ended 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,  
26th March, 1951.

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



# BALANCE SHEET

At the 28th February, 1951

	Assets	1951	1950
Cash on Hand and in Bank .....		\$ 72.32	\$ 75.60
Prepaid Rent .....		25.00	25.00
Equipment and Library .....	\$ 3,293.02		
Less: Reserve for Depreciation .....	2,704.63		
		588.39	611.91
Deficit —			
Balance at Debit the 1st March, 1950	1,975.01		
Deduct —			
Transfer of Reserve			
for Services in			
respect of Unex-			
pired Subscriptions,			
not required ....	\$ 1,350.00		
Excess of Revenue			
over Expenditure			
for the year ended			
the 28th February,			
1951 .....	196.60		
	1,546.60		
		428.41	1,975.01
		\$ 1,114.12	\$ 2,687.52
	Liabilities	1951	1950
Bank Overdraft .....		\$ 888.76	\$ 919.57
Accounts Payable —			
Trade .....		25.00	132.30
Citizens Research Institute of Canada .....		200.36	285.65
Reserve for Services in Respect of Unexpired			
Subscriptions .....			1,350.00
		\$ 1,114.12	\$ 2,687.52

# REVENUE AND EXPENDITURE ACCOUNT

For the Year Ended the 28th February, 1951

	Expenditure	1951	1950
Personal Services .....		\$ 7,769.81	\$ 7,303.78
Printing and Mailing Expense .....		534.12	735.77
General and Office Expense.....	\$ 2,086.34		
Less: Rent paid by Citizens Research			
Institute of Canada .....	600.00		
		1,486.34	1,070.17
Provision for Depreciation—Equipment .....		85.52	79.32
Travelling Expense .....		60.25	33.90
Unemployment Insurance .....		15.96	23.40
Bank Charges .....		16.60	145.71
Balance, Being Excess of Revenue over Expenditure			
for the Year .....		196.60	503.00
		\$10,295.20	\$ 9,895.05
	Revenue	1951	1950
Subscriptions .....		\$ 8,860.75	\$ 9,065.00
Service Revenue .....		1,150.00	800.00
Sundry Revenue .....		284.45	30.05
		\$10,295.20	\$ 9,895.05

# Subscribers

Abbs, Chas. E.  
Aikenhead Hardware Ltd.  
Ames, A. E. & Co. Ltd.  
Andian National Corp'n Ltd.  
Aristocrat Manufacturing Co. Ltd.  
Atwell Fleming Printing Co. Ltd.  
Ault & Wiborg Co. of Canada Ltd.  
Auto Electric Service Co. Ltd.  
Automatic Electric (Canada) Ltd.  
Automatic Paper Box Co. Ltd.

Baker Advertising Agency Ltd., The.  
Bank of Canada.  
Bank of Montreal.  
Bank of Nova Scotia.  
Bank of Toronto.  
Barber-Ellis of Canada Ltd.  
Bauckman, Chas.  
Beatty, Miss Mary H.  
Bell Telephone Co. of Canada.  
Bennett, E. James, F.C.A.  
Birks, Henry, & Sons (Ontario) Ltd.  
Blake, Anglin, Osler & Cassels,  
Messrs.  
Boeckh Co. Ltd., The.  
Bosley, W. H., & Co.  
Brazilian Traction Light & Power Co.  
Limited.  
Bristol Co. of Canada Ltd., The.  
British-American Oil Co. Ltd., The.  
Brittain, Dr. H. L.  
Bromo-Seltzer Ltd.  
Bryden, J. T.  
Bryant Press Ltd., The.  
Burruss & Sweatman Ltd.  
Business Systems Ltd.

Cameron Manufacturing Co. Ltd.  
Campbell, Graham.  
Canada Coal Ltd.  
Canada Dry Ginger Ale Ltd.  
Canada Life Assurance Co.  
Canada Malting Co. Ltd.  
Canada Packers Ltd.  
Canada Permanent Mortgage Corp'n.  
Canada Printing Ink Co. Ltd.  
Canadian Acme Screw & Gear Ltd.  
Canadian Bank of Commerce, The.  
Canadian Breweries Ltd.

Canadian Credit Men's Association.  
Canadian Food Products Ltd.  
Canadian Ice Machine Co. Ltd.  
Canadian Industries Ltd.  
Canadian Manufacturers Association.  
Canadian Pacific Express Co.  
Canadian Pacific Railway Co.  
Canadian Tire Corp'n Ltd.  
Cassels, Brock & Kelley, Messrs.  
Central Canada Loan & Savings Co.  
Chartered Trust & Executor Co.  
Christie, Brown & Co. Ltd.  
Clarke, A. R., & Co. Ltd.  
Coleman Lamp & Stove Co. Ltd., The.  
Confederation Life Association.  
Conger Lehigh Coal Co. Ltd.  
Coniagas Mines Ltd.  
Consolidated Sand & Gravel Ltd.  
Consumers' Gas Co. of Toronto.  
Cooksville Co. Ltd., The.  
Corson, Rolph R., Ltd.  
Crawford, N. R.  
Crown Cork & Seal Co. Ltd.  
Currie, E. & S., Ltd.

Daly, R. A., & Co. Ltd.  
Dart Union Co. Ltd.  
Davis, Bruce E., K.C.  
Davis & Henderson Ltd.  
Debenture & Securities Corp'n of  
Canada, The.  
Delamere & Williams Ltd.  
Delany & Pettit Ltd.  
Deliotte, Plender, Haskins & Sells,  
Messrs.  
DeMara, Cyril.  
Dominion Bank, The.  
Dominion of Canada General  
Insurance Co.  
Dominion Electric Protection Co. Ltd.  
Dominion Stores Ltd.  
Donovan, Geo. R.  
Drummond, McCall & Co. Ltd.  
Dun & Bradstreet of Canada, Ltd.  
Dunham, C. A., Co. Ltd.  
Dunlop Tire & Rubber Co. Ltd.



Easy Washing Machine Co. Ltd.  
Eaton, The T., Co. Ltd.  
Elder, Robert, Ltd.  
Employers' Liability Assurance  
Corp'n Ltd., The.  
Excelsior Life Insurance Co.

Falkner (Mrs.) Theresa G.  
Famous Players Canadian Corp'n Ltd.  
Ford Motor Co. of Canada Ltd.  
Frankel Bros.  
Fruehauf Trailer Co. of Canada Ltd.

Gage, W. J., & Co. Ltd.  
General Leather Goods Ltd.  
General Steel Wares Ltd.  
Gibbons, J. J., Ltd.  
Glendinning, Jarrett, Gray & Roberts,  
Messrs.

Glover, Henry, & Co.  
Goldsmith Bros. Smelting & Refining  
Co. Ltd.

Goodwill Management Enterprises  
Ltd.  
Goodyear Tire & Rubber Co. of Canada  
Ltd.

Gordon, Mackay & Co. Ltd.  
Gore & Storrie, Messrs.  
Grand & Toy Ltd.  
Gray, Frank M., K.C.  
Gully, H. M.

Hayhoe, R. B., & Co. Ltd.  
Hees, Geo. H., Son & Co. Ltd.  
Hinde & Dauch Paper Co. of Canada  
Ltd.  
Hobbs, J. W.  
Howell Lithographic Co. Ltd., The.  
Hunter, E. J., Tire Co.  
Hynes, J. P.

Imperial Bank of Canada.  
Imperial Life Assurance Co. of Canada  
Imperial Oil Ltd.  
Imperial Optical Co. Ltd.  
Imperial Varnish & Color Co. Ltd.  
International Business Machines Co.  
Ltd.  
International Petroleum Co. Ltd.

Johnston & Higgins of Ontario Ltd.

Kilbourn, Kenneth M.  
Kirkpatrick, Geo. D.  
Kresge, S. S., Co. Ltd.

Laidlaw, John B.  
Laidlaw, W. C.  
Lake Simcoe Ice & Fuel Ltd.  
Lalor, John M., & Co. Ltd.  
Lang, Daniel W., K.C.  
Langton, Hugh H.  
Lever Bros. Ltd.  
Link-Belt Ltd.  
Lloyd Bros.  
Loblaw Groceries Co. Ltd.  
London-Canada Insurance Co.  
London & Lancashire Insurance Co.  
Ltd., The.  
Luffman, Mrs. H. L.  
Lyon & Harvey, Messrs.

MacKelcan, Fred R.  
Maclean-Hunter Publishing Co. Ltd.  
MacMillan Co. of Canada Ltd., The.  
Manufacturers Life Insurance Co.,  
The.  
Mapp, K. A., C.A.  
Mason, G. W., K.C.  
Massey-Harris Co. Ltd.  
McCarthy, Hon. Leighton, K.C.  
McKinnon, W. L., & Co.  
McLeod, Young, Weir & Co. Ltd.  
Meredith, Simmons & Co. Ltd.  
Miller Paving Ltd.  
Mining Corporation of Canada Ltd.,  
The.  
Minneapolis-Honeywell Regulator Co.  
Ltd.  
Mitchell, W. G., & Co.  
Monarch Mortgage & Investments Ltd.  
Moore Corporation Ltd.  
Muntz & Beatty, Ltd.

National Cash Register Co. of Canada  
Ltd.  
National Cellulose of Canada Ltd.  
National Life Assurance Co. of  
Canada.  
National Trust Co. Ltd.  
Neilson, Wm., Ltd.  
Neptune Meters Ltd.

Nicholson, James.  
Noranda Mines Ltd.  
Northway, John, & Son, Ltd.

Oakley, Jackson & Farewell Co. Ltd.  
Oliver Lumber Co. Ltd.  
Ontario Dept. of Municipal Affairs.

Page-Hersey Tubes Ltd.  
Peckover's Ltd.  
Perry, Gordon F.  
Planters Nut & Chocolate Co. Ltd.  
Playfair, Stuart B.  
Poucher, F. B.  
Proctor & Gamble Co. of Canada Ltd.,  
The.

Rathbone, Geo., Lumber Co. Ltd.  
Red & White Corporation Ltd.  
Reed, Shaw & McNaught, Messrs.  
Reid, Stanley G.  
Remington Rand Ltd.  
Riddell, Stead, Graham & Hutchinson,  
Messrs.  
Robertson Bros. Ltd.  
Robertson, The Hon. Mr. Justice R. S.  
Robertson, Stark & Holland Ltd.  
Robinson Cotton Mills Ltd.  
Roden Bros. Ltd.  
Rogers, H. L.  
Rogers, Thomas G.  
Royal Bank of Canada.  
Ruddy, E. L., Co. Ltd.

St. Catharines, City of  
Sainthill-Levine & Co. Ltd.  
Salada Tea Co. of Canada Ltd.  
Samuel, Son & Co. Ltd.  
Scythes & Co. Ltd.  
Shaw & Begg Ltd.  
Shell Oil Co. of Canada Ltd.  
Shenstone, Dr. Norman S.  
Shier, Dr. R. V. B.  
Shuttleworth, E. B., Chemical Co.  
Ltd., The.  
Simpson, Robert, Co. Ltd., The.  
Smith, Chas. Albert, Ltd.  
Smith, W. C.  
Spaulding, Mrs. M. H.  
Square D Co. of Canada Ltd.

Standard Sanitary & Dominion  
Radiator Ltd.  
Stedman Bros. Ltd.  
Stewart, J. F. B. and Co. Ltd.  
Strathy, Gerard B., K.C.  
Sully Foundry Ltd. (Div. of Neptune  
Meters).  
Swift Canadian Co. Ltd.

Tamblyn, G. Ltd.  
Taylor Instrument Companies of  
Canada Ltd.  
Theatre Holding Corp'n Ltd.  
Thompson, Geo. W.  
Tippet-Richardson Ltd.  
Tomenson, Saunders, Smith & Garfat  
Ltd.  
Toronto Board of Trade.  
Toronto Business & Professional  
Women's Club.  
Toronto Carpet Mfg. Co. Ltd.  
Toronto Elevators Ltd.  
Toronto General Trusts Corp'n, The.  
Toronto Iron Works Ltd., The.  
Toronto University Library.  
Touche, Geo. A., & Co.  
Turnbull Elevator Co. Ltd.

University of Alberta.  
Underwood Ltd.  
United Church Publishing House.

Victoria Paper & Twine Co. Ltd.

Walker, E. C., & Sons Ltd.  
Walsh, Geo. T., K.C.  
Weaver, F. P., Coal Co. Ltd.  
Welch, H. J.  
Westeel Products Ltd.  
Wickett & Craig Ltd.  
Willard Storage Battery Co. of  
Canada Ltd.  
Windeler Electric Co. Ltd., The.  
Winter, Lewis A., O.B.E.  
Women's Electors Association.  
Wood, Gundy & Co. Ltd.  
Woods Mfg. Co. Ltd.  
Woolworth, F. W., Co. Ltd.



## ORGANIZATION CHARTS OF THE CITY OF TORONTO

The tables which follow have been prepared by the Bureau to trace in broad outline the structure of the local government serving Toronto citizens. Because the organization is decidedly complex, the presentation has been split between general and educational services, while the court and judicial operations, for which the City's principal obligation is financial, have been entirely omitted.

On first view, the charts may seem rather elaborate, yet only the main governing or advisory boards, departments and officials are shown, together with the major lines of responsibility. Much detail has been purposely left out, since an extended breakdown showing all the continuing contacts and relationships among civic authorities would have all the appearance of a Chinese puzzle.

Linking the City Council with the school and library boards is the Council's role in the field of finance. The majority of library board members are appointed by the school boards but it is the City Council which approves its budget and provides most of the funds for its operations. The Council also raises the local taxes required to meet educational services and undertakes capital financing for the Board of Education. But the Council's control over educational expenditures does not include any authority over the size of the current budgets of the school boards, whose responsibility in this field is directly to their electors.

In the first chart are shown seven separated boards or commissions whose operations come at least partially under Council supervision. The City has only a half interest in the Toronto and York Roads Commission and its right to representation on the Commission is fixed accordingly. The degree of its interest and authority over other boards or commissions with outside representation is more complicated, but in every case a residual responsibility lies with the City through its Council. In its dealing with the separated authorities, the Council's position is determined by the particular statute and financial relationships which have been set up. Except for the Police Commission and the Toronto and York Roads Commission, all are operating revenue-earning services. The Housing Authority operates at a deficit by intent and must secure a subsidy each year from the Council, and the City also meets certain annual charges for the Exhibition and the Harbour Commission. The T.T.C. and the Hydro are independent of the City in their current financing but the City manages their capital financing. Illustrative of the special relations that have been developed is the fact that the Harbour Commission by agreement operates at the City's expense its airports and life saving and waterfront police patrol services. The ordinary policing within the municipality is paid for directly out of the City's budget but the Police Commission has some control over the size of the appropriation. Two major revenue-earning services—the waterworks and the municipal abattoir—are operated through regular City departments rather than under commission management.

The executive supervision of civic departments is assigned largely to the Board of Control. Members of this body also form part of the City Council to which the Board reports on its own work and on the business of the five standing committees which come under its review. In practice, the Local Board of Health is quite similar to the standing committees and its reports are also channelled through the Board of Control to the Council. The Council's review of civic business is carried out by the standing committees, the Board of Health and any special committees that may be established from time to time.

The City Council has some degree of responsibility for library and educational services, it exercises a control over the separated boards and commissions and has direct and final charge of the regular operating departments. Council members must keep informed on the staff work that is entrusted to the City Planning Board and on the recommendations which come from the Toronto and York Planning Board. In addition, the City Council has representatives from its membership on eight public hospital boards and on the boards of twice this number of cultural, philanthropic and similar agencies. Members of Council sit, also, on several boards such as the Toronto Traffic Conference which perform advisory functions of direct benefit to the City. There are further commitments to serve on internal labor-management committees and on three area boards—the Humber and the Don Valley Conservation Authorities and the Toronto Industrial Commission.

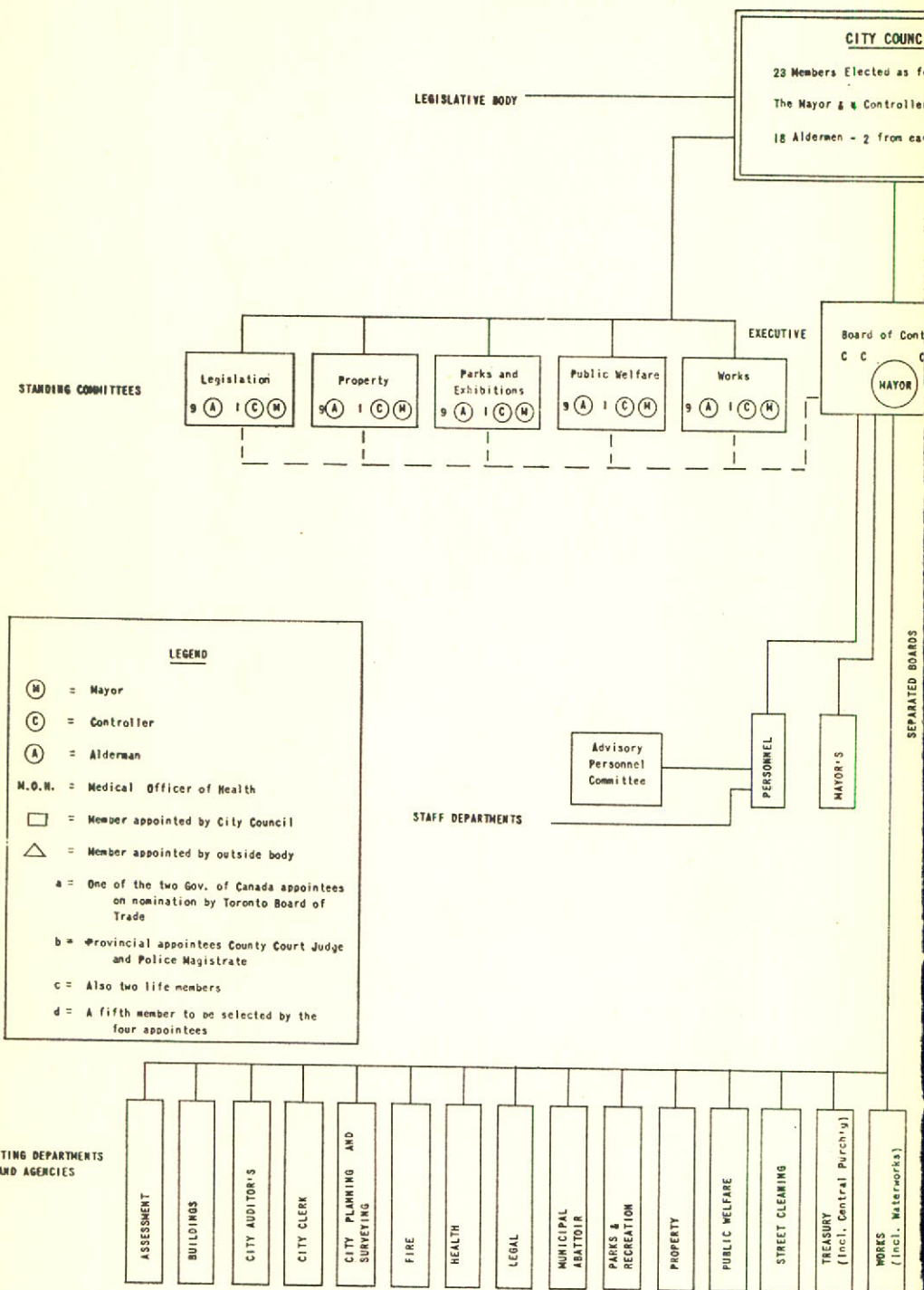
It can be seen, consequently, that the conscientious Council member has a heavy assignment and must be ever on the alert both to keep abreast of the variety of public responsibilities he has accepted and to maintain a sense of proportion in all the official demands on his time and energies.

●



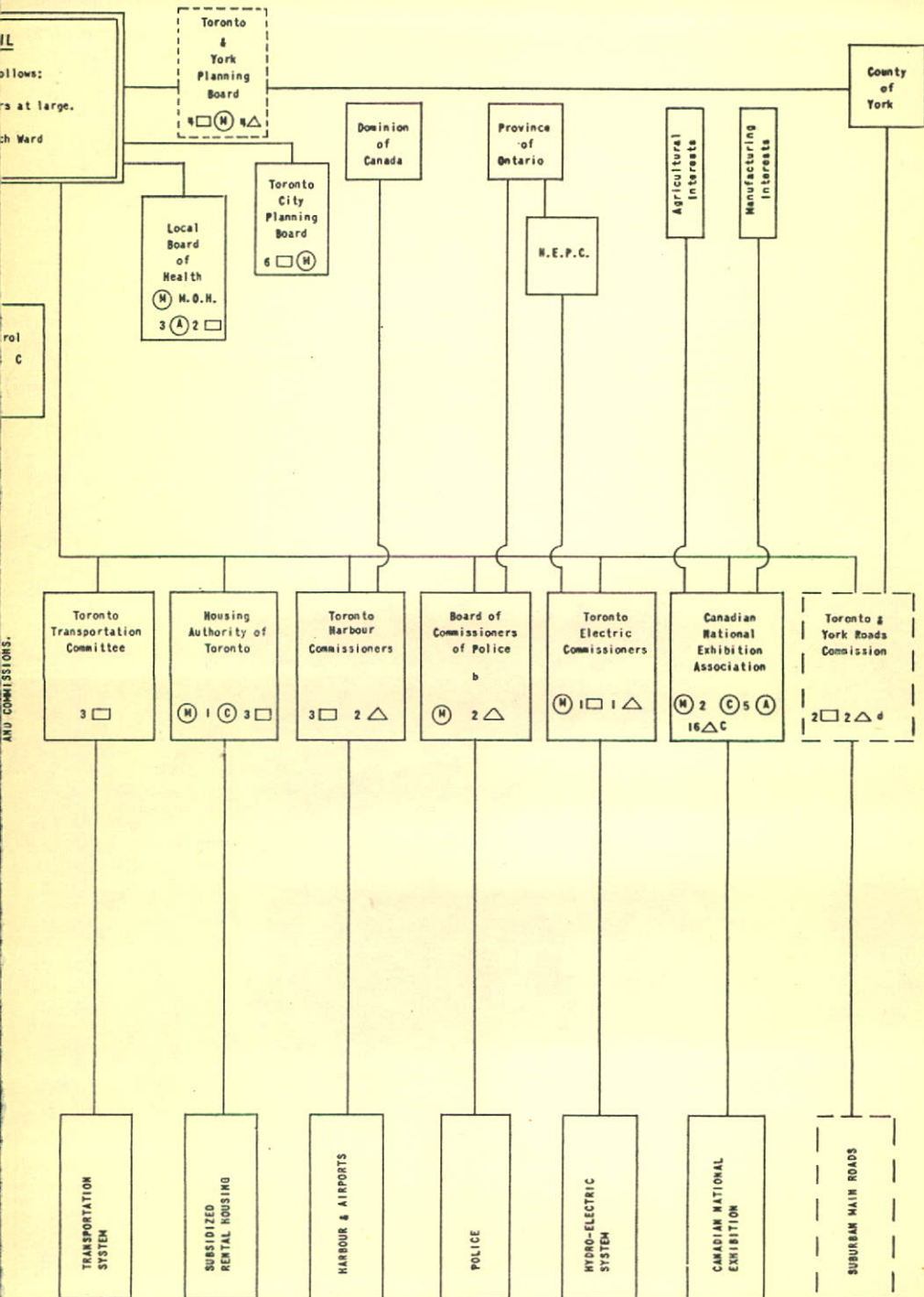


# CITY OF TORONTO - CHART OF CIVIC ORGANIZATION





IL  
ollows:  
rs at large.  
ch Ward









# ORGANIZATION CHART

SCHOOL AND PUBLIC LIBRARY BOARDS - CITY

