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BUREAU  
OF  
MUNICIPAL RESEARCH

TWENTY-FIRST ANNUAL REPORT

YEAR ENDED FEBRUARY 28th

1935



OFFICES:  
137 WELLINGTON STREET WEST  
TORONTO



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THE BUREAU DEEPLY REGRETS THE DEATH ON APRIL 25TH 1935  
OF COL. SIR ALBERT E. GOODERHAM, K.C.M.G., LL.D., WHO HAS  
BEEN A TRUSTEE OF THE BUREAU SINCE ITS INCEPTION.

BUREAU  
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## REPORT OF THE COUNCIL

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In the report of our director, Dr. Horace L. Brittain, occupying the following pages, the activities and conclusions of the Bureau of Municipal Research in relation to civic business during the past year, are given with some degree of fulness, but little reference is made to the far-reaching influence of its efforts on behalf of the citizens.

Public opinion expressed through the press and the ballot are potent factors in compelling adherence to sound policies and wise expenditure of civic funds. Every city may be said to possess a character and an atmosphere that is the sum total of the forces exerted, consciously or unconsciously, by its inhabitants. Pride in the institutions of our city implies a just measure of responsibility for the efficient administration of its affairs.

To intelligently appraise the decisions of our civic administrative bodies, relevant facts must be ascertained and presented in such clear and comprehensive form and with such pertinent comment as to make them bear directly and significantly upon the matter at issue. This service the Bureau was expressly originated twenty-one years ago to perform. Year after year it has consistently pursued this primary object, publishing the results of its research and deductions therefrom so as to apprise the busy citizen of those municipal measures that must sooner or later affect his pocketbook or influence the value of his citizenship.

The revenues of the Bureau have been sustained wholly by individuals and firms who recognize the ever-urgent need of an impartial, independent agency to maintain a continuous scrutiny of civic expenditure and civic policy. With a greater volume of work and responsibility than ever before it is operating on a much restricted budget. It should not be handicapped in its effort to cope with the increasing demand in these days of economic stress which have left many municipalities in so sorry a plight.

The Council and Executive of the Bureau have met at frequent intervals during the year to give consideration to matters forming the subject of bulletins and open letters issued from time to time as circumstances seemed to warrant. With sorrow we record the passing of two valued members of our Council—William H. Hall and Walter D. Steele, who were always sympathetic and helpful supporters of our work.

In safe-guarding the interest of the citizen-taxpayer, the Bureau is, we feel, making a contribution of no small value to the well-being and prestige of our city. It will continue to prosecute its work thoroughly, effectively and tactfully in the future as in the past.

THOMAS G. ROGERS,

April 30th, 1935.

President.

## REPORT OF THE MANAGING DIRECTOR

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Gentlemen:

Over twenty-one years ago the Bureau of Municipal Research was instituted in this City with the main purpose of building up informed, effective citizenship and thus promoting efficient municipal government. Those who have followed the work of the Bureau during this period must admit, I think, that its course has been consistent, that no significant phase of the City's welfare has been foreign to it, that its statements have been restrained but frank and that it has not offered criticism without suggesting, at the same time or previously, possible remedies. At any rate this has been the policy of the Bureau, carried out to the limit of its resources in personnel and revenues.

From 1920 to 1933 the annual current estimates of the City contained provision for unemployment relief, the costs of which were properly regarded as current charges and were met out of taxes and general revenues. The

Improvements in  
Financing Direct  
Unemployment Relief

1933 estimates reversed this policy and funded the whole of the direct relief expenditures. According to the annual financial report (p. 39), direct unemployment relief debt charges amounting to \$12,239 were charged against the revenues of 1933. That is, in

1933 the City spent over and above Provincial and Dominion contributions \$2,400,791 and paid out of taxes as debt charges on account of direct unemployment relief only \$12,239. This policy also featured the 1934 budget, although the administrative charges of direct unemployment relief were later, on account of failure to get provincial sanction for funding these charges, charged to 1934 revenue. As this charge resulted in an official budget deficit instead of a budget surplus brought forward, in effect in 1935 the taxpayers must provide the funds for last year's administrative charges, this year's estimated administrative charges and the debt charges due to funding carried out in 1933, 1934 and to be carried out in 1935 to meet current expenditures of those years on net unemployment relief. It is encouraging to note that henceforth the administrative costs connected with direct unemployment relief are not to be funded but paid out of current revenues. This is, of course, as it should be as net relief expenditures are really current expenditures capitalized for purposes of finance. A further step in advance is foreshadowed by the recommendation of the Commissioner of Finance that the future net costs of Direct Unemployment Relief should be included in the Tax Rate as follows: One-fifth in 1936, two-fifths in 1937, three-fifths in 1938, four-fifths in 1939 and 100% in 1940. If net unemployment relief costs continue to be considerable, or if they are not assumed entirely by Government, the burden will become so onerous on account of the policy in the past of funding 100% of the cost, that the estimated annual debt payments in 1939 will fall short of the total estimated expenditures of 1935 by over \$360,000, exceed those of 1934 by over \$65,000 and exceed those of 1933 by over \$850,000. Will reductions in other expenditures be made sufficient to prevent a serious increase in the tax levy and tax rate?

Is it possible that we bought our temporary relief from the tax burden at too high a price? At least the highest tax-rate in the history of Toronto, that for 1935, would seem to show that the policy was adopted in vain so far as current taxation and taxation in the immediate future is concerned. And the end, so far as can be determined now, is not yet.

Even more important than the question of whether or not net direct unemployment relief should be funded, is the question whether all estimated current expenditures should be included in the total estimated expenditures in comparison with the total estimated revenues, so that the budget would show on its face whether it was unbalanced or not. Many an individual and many a city has had to face an unbalanced budget. There is no disgrace in this if it is unavoidable. But it is extremely dangerous if unbalanced budgets are presented, even unintentionally, in a form that makes them appear balanced, because the public is apt to be lulled into a sense of security which is entirely unwarranted by the facts.

The Bureau believes that every municipality and every government should total its whole estimated current expenditures, including of course direct unemployment relief expenditures, should set up against this its total estimated revenue, should show the resulting estimated current surplus or deficit, and, if there is a deficit, should show clearly in the body of the budget the amount of money to be borrowed to meet it, in order that the facts may appear in one picture and that all may see and understand. If Toronto since 1932 had set up its budgets in this way, the fact that they were unbalanced would have been clearly evident, and the urge to make real reductions in expenditures would have received much more vigorous support. Let us borrow money for current expenditures if we must, but let us show the facts all in one place as they ought to be, so that every taxpayer and every investor may get a complete view of the actual current situation.

The City of Toronto is a large and generous employer. Not including utilities, even those operated directly by the City, such as the Abattoir and the Water Works, but including Board of Education and Separate School Board, the total estimated bill for salaries, wages and other personal services in recent years, as published by the Bureau, have been as follows:

<b>The City's Salary and Wage Bill paid out of taxation and incidental revenues</b>	1929 — \$17,043,319
	1930 — 18,076,871
	1931 — 18,659,092
	1932 — 18,852,387
	1933 — 18,025,079
	1934 — 18,027,064

It will be noted that there was a considerable drop in 1933, due to the reductions put into effect at that time on the initiative of the Civic Employees' Association, but applying to all employees of the City and Board of Education. The total in 1934 differed but slightly from that of 1933, as the percentage reductions made in 1934 under similar circumstances, and applicable to 10 months, were the same as in 1933. The 1935 estimated total will probably be somewhat larger, as the percentage reductions, partly voluntary and partly not, although the same, apply in part only to 9 months in the year.

The table below shows these facts in relation to certain other facts which are of importance in setting the tax levy and the tax-rate.

Year	Accumulated Outstanding Taxes Dec. 31st	Borrowing Margin	Income Assessment	No. of Income Taxpayers	No. of Homes Occupied by Owners	No. of Homes Occupied by Tenants
1929	\$ 5,496,762	\$15,217,719	\$71,544,530*	22,219*	63,417	41,695
1930	6,518,842	15,923,874	82,227,919*	24,406*	64,372	42,148
1931	8,034,358	14,012,901	79,933,958	21,753	64,644	42,053
1932	10,134,166	12,665,496	74,525,416	20,565	63,860	43,270
1933	12,065,416	9,882,545	62,824,735	17,826	62,700	43,664
1934	11,487,591	?	49,658,566	13,952	61,572	45,207
1935	?	?	46,224,459	11,708	?	?

\* In 1930 the Assessment Act was amended extending exemptions in certain cases.

Year	Maximum Number of Families on Relief	Total Assessment	General Tax Levy	Estimated Total** of Bill for Salaries, Wages and Other Personal Services
1929	.....	\$ 968,532,329	\$29,189,590	\$17,043,319
1930	4,554 (Dec.)	1,013,408,615	30,882,166	18,076,871
1931	11,033 (Dec.)	1,050,204,868	33,799,076	18,659,092
1932	22,655 (Dec.)	1,063,798,134	34,530,040	18,852,387
1933	27,396 (Dec.)	1,049,465,163	33,620,067	18,025,079
1934	29,723 (Feb.)	1,027,224,018	32,487,269	18,027,064
1935	30,071 (Mar. 1)	1,022,391,260	33,224,833	?

\*\* Compiled from Estimates. Dotted line indicates when change came.

#### AN EXAMINATION OF THE TABLE SHOWS THAT

1. The total accumulated unpaid taxes as of the end of each year increased every year after 1929, until the reduction of 1934, in which year there was a reduced tax levy and tax-rate.
2. The statutory borrowing margin of the City has declined every year since 1930.
3. The total assessment has declined every year since 1932.
4. The income assessment has decreased every year since 1931.
5. The number of citizens with incomes sufficiently large to be income taxpayers has declined every year since 1931, and the present number is less than 54% of the number in the assessment of 1931.
6. Since 1931, the number of homes occupied by their owners has steadily decreased and the number of homes occupying rented premises has steadily increased.
7. The number of families receiving unemployment relief and presumably with no income, or with insufficient income, has increased every year since 1930 and in March of this year was almost seven times greater than in December, 1930.
8. There are now in Toronto about 30,000 heads of families with no income, or practically none.
9. Notwithstanding all these facts, well known to the authorities, the City is faced with a general levy of \$33,224,833 in 1935 and a tax rate of 34.15, the highest in history.

10. The general tax levy increased over \$5,000,000 between 1929 and 1932, both inclusive, and since 1932 has declined about \$1,300,000, although all net direct relief expenditures have been funded and these payments transferred to the levies of succeeding years.

If sufficient attention had been paid to the signs which were staring everyone in the face, the ordinary expenditure of 1932 might have been less than it was by, say, \$500,000; that of 1933 by, say, \$900,000; that of 1934 by, say, \$800,000, and that of 1935 by, say, \$700,000. This would have enabled Council to absorb a considerable part of the funded relief expenditures, and would have materially cut the debt charges. Even then the 1935 levy would probably have been more burdensome than that of 1930. The reductions should and could have been made without injustice to any real and substantial interest and without seriously reducing basic services. Toronto would now be in a better position to take full advantage of the promised improvement in business and industry from which the citizens derive their taxpaying ability. The Toronto Industrial Commission would be in an improved strategic position in its campaign for additional industries.

A study was made in 1926-27 as a basis for the standardization of grades of work and rates of pay. This presumably took into full consideration the rates paid for similar work in private employment. Since the report was

**A Personnel Survey** issued and grades and rates established, there have been tremendous changes in rates of pay in private work and cost of living for all. Is it not time that the 1926-27 study should be revised in the light of present rates of pay and changes in the cost of living? It is recognized of course that a civic service does not offer as great opportunities for promotion to posts carrying large salaries, but there is widespread belief that in many if not most grades the wages and salaries paid are as great or greater than in private employment. The City, of course, should be a model employer, but it is doubtful that the taxpayer should maintain civic salaries and wages at levels, at least greatly higher than those for similar work within his own ranks in private employment. Therefore, it would appear that no injustice would be involved in a study to ascertain whether the balance established in 1926-27 had been maintained. If some device also could be set up, after the revision were made, by which the salary and wage scales would go up and down automatically, according to some national index, it would be unnecessary to have civic salary and wage scales feature discussions on and about election and budget-making time. This would be all to the good, because no one relishes the necessity of seeming to desire a reduction in the income of anyone. If such a study is decided on, another study should be preliminary to it, i.e., a study of the necessary personnel establishment of each department and of the service as a whole, taking into consideration the possibility of reducing the number of departments and better co-ordinating the work as between departments. Both studies should precede the renewal of the proposal to establish a civic pension fund as a measure of economy and efficiency in the interests of the citizens.

**The form of the Civic Budget** The change for the better in the form of the civic estimates has been great in the last two decades; but the improvements this year are of more than usual importance. For the first time all the operating departments show the estimated expenditures of their main units or functions classified according to salaries and wages and materials, supplies, etc., or in greater detail. This should be of great assistance to the Board of Control, Committees of Council and Council itself, in conjunction with detailed information as to how these items are made up (particularly when overhead salaries are not

otherwise shown), in properly analysing and revising the estimates. Possibly "material supplies, etc." might be further itemized even for public information. The other most important item of improvement is the inclusion of a memorandum in the estimates of the Department of Public Welfare showing the total expenditure on direct unemployment relief, the amount of the city's share to be funded and the city's share, administrative charges, etc., to be paid out of taxes, with comparative figures going back to 1932. While the total expenditure for each year, including the total expenditure for direct unemployment relief, is not shown, this may readily be calculated by any citizen who desires to know the estimated total current expenditure.

If the total over-all expenditure properly chargeable to revenue were shown and if the make-up of the salaries and wages items were shown in terms of personnel rates of pay and, if necessary, days of employment, the estimates as published would be even more valuable from the standpoint of the taxpayer and citizen.

In restating its position on this matter, I can hardly do better than quote the Bureau's Annual Report for the year ending February 28th, 1933, as follows:

"For many years the Bureau has pointed out the desirability of preparing the draft budget before the end of the year so as to secure quick action early in January of the next year. This would be easily possible if the two-year overlapping term with election at large were in effect. If the draft estimates were available for public discussion during the civic election, and even if such discussion might sometimes be inconvenient, public consideration of concrete civic business might be a welcome substitute for the personalities and irrelevances which feature some elections. It might also be of some advantage to taxpayers to know just how the elected representatives who are to spend their money really propose to do so."

The following more detailed discussion of report Number 113 of the Citizens' Research Institute of Canada is also quoted:

"As a revenue-expenditure budget is intended to plan the revenue and expenditure for one year, it should be passed at a time which would make it available for the whole of that year. To put a budget plan in operation only after a considerable part of the year has passed is as ridiculous as to adopt and begin the use of a plan of a building only after the building has been partially erected. The argument that one cannot estimate the revenues and expenditures of a year until a considerable proportion of the year is past, is as weak as an argument that one cannot plan a building until it is partly constructed and gives one an idea of what it will look like when completed. Why not wait until the expenditure has been entirely made or the building completely constructed, so that the trouble and expense of making a plan may be avoided? Planning for a year's revenue and expenditure in advance is one of the things which could not be done, but is being done and has been done for years in some jurisdictions. All that is necessary are the proper accounts, the necessary records and the will to do. If the heads of departments will finish their departmental estimates by, say, November; if the chief financial officer will assemble these estimates, total them, estimate the general revenue and taxation, and pass them on to Council with constructive suggestions by, say, December, if Council will consider this draft budget, revise it, and pass it tentatively in, say, later December, subject to the action of the Council of the next year, and if the new Council will consider the draft budget, amend it and pass it finally before the end of January, a municipality

may have a really effective budget. Otherwise it will fall short of possible effectiveness."

In December, 1918, the Bureau published its study on conditions in a blighted part of Toronto under the heading "What is The 'Ward' Going to Do With Toronto." This report was profusely illustrated by charts and

**City Planning and Slum Clearance** photographs of slum and other undesirable conditions. The report contained in a symposium at the end of the pamphlet the conclusion of a report of the late Dr. C. J. Hastings on "Slum Conditions in Toronto," an extract

from an article by Mr. Thomas Adams on the relation of Assessment to living conditions, a special article by Mr. G. Frank Beer on the "Housing Question and 'Ward' Conditions" with special reference to taxation and "A Plea for a Canadian Standard of Housing," by the Rev. Peter Bryce, then the President of the Neighborhood Workers' Association. The report set forth the causes of existing conditions and listed for public discussion measures which had been suggested by citizens to remedy the conditions (pp. 66, 67). Among the suggestions was the appointment of a City Planning Commission to advise the City government and to conduct an educational campaign on the necessity for city planning. Repeatedly since 1918, the Bureau has made the suggestion that a City Planning Commission or Committee be appointed, advisory to the City Council, with adequate means to make the necessary studies, and draw up the necessary zoning and other by-laws. While a City Planning Department has been set up, an Advisory City Planning Commission has not been set up, and quite inadequate progress has therefore been made in housing control and city planning. Even if there had been no capital expenditure whatever, much might have been done in preserving human and economic values if such an Advisory City Planning Commission had been working in close co-operation with the City Planning Department and such Departments, Boards and Commissions as the Works Department, the Parks Department, the Building Department, the Board of Education, the Separate School Board, the Harbour Board, The Transportation Commission and the Hydro.

The people of Toronto owe a deep debt of gratitude to His Honour Dr. Herbert A. Bruce, R.A.M.C., F.R.C.S. (England), I.L.D., Lieutenant-Governor of the Province, in bringing forcibly to the attention of the people the actual conditions due to lack of City planning and community control. To the citizens as a whole the report at first may have seemed like a sensational news item of some far-off industrial town, and it was undoubtedly with genuine surprise to some when they learned that in fact the excellent report of the Governor's Committee referred to actual conditions in large areas of Toronto. The City undoubtedly has not at this time sufficient borrowing leeway to engage on its own initiative in a large slum-clearance and housing programme, but it can at least establish an authority which, subject to Council's approval, can secure the establishment of regulations and methods of control which will prevent conditions from becoming worse and chronic. It is not always necessary to make large capital expenditures to secure worthwhile results in increased capital values and the conservation of human resources. Because we cannot at the present time embark as a municipality on a large capital programme of housing and slum clearance, we should not take the ground that we can do nothing worth while. We can. Let us do it.

The Bureau has never countenanced extreme statements as to Toronto's credit standing. It would take more than three years of unbalanced budgets to make a serious impression on Toronto's credit structure which has been

### **The City's Credit**

built up by years of sound financial administration. It has simply pointed out consistently where, in its judgment, sound principles of financial administration and reporting were being departed from and has reiterated the obvious fact, which many seem to ignore, that Toronto's administration and credit are not immune to the operation of natural law. Toronto's good credit should be one of its most highly prized possessions. It means lower annual debt charges and therefore lower tax levies than would be the case if its credit were poor. It means that essential capital improvements may not have to be postponed on account of lack of funds. Like many other things, the value of good credit is not fully appreciated until it has been lost. Like many other things also, it is more difficult to restore than to retain. The reduction in last year's tax levy was followed by the reduction of the accumulated uncollected taxes from \$12,065,416 to \$11,487,591. The result was that the actual tax collections exceeded the tax levy by \$577,825, the first time since 1928 during which the City of Toronto collected more taxes than it levied in taxes. It remains to be seen whether the increase in the levy for 1935 will produce contrary results. How far the reduction in tax arrears may have been due to protection of their interests by mortgagees is unknown to the Bureau.

It is true that the 1934 tax levy did not include all current expenditures and that some of these were funded, but it is also true that Toronto responds and is still able to respond to reasonable tax levies, that its tax-paying ability within economic limits is unimpaired, and that, therefore, its credit rests on a sound foundation which need not be disturbed. Even the striking of a high tax-rate in 1935 and the funding of all net direct relief expenditures other than administrative costs will not, in itself, budge this foundation. Whether the 1935 budget is to be followed by other uneconomic and unbalanced budgets rests entirely with the voters who directly or indirectly pay the bills. The maintenance of the City's credit at its present high level is in the interests of the taxpayers who receive services for taxes, of those citizens who are paid or maintained out of taxes and of the City's debenture holders who are paid out of taxes.

On the 1935 voters' list were 318,841 names. If 38,841 are deducted for duplications, there would be left 280,000 individual voters. There were cast for Mayor 126,848 votes. Possibly the number of individuals voting was

**The Use of the Ballot** somewhat larger, say, 130,000. This would leave an estimated number of 150,000 who did not vote. The laissez-faire attitude is no more productive in the field of civic voting than we are told it is in economics. People often say, "what's the use?" If 260,000 people had voted at the last election instead of 130,000, even with the same personnel in Council, the results in budget making might have been quite different. The exercise of the franchise, moreover, does not begin and end with merely putting an X opposite names of candidates selected by some one else or by themselves. One should assure oneself that there will be some names on the ballot paper opposite which it will be a pleasure to put an X. To a very real extent those who select the candidates govern the City.

**The Civic Franchise** It is perhaps natural, when taxpayers are dissatisfied with the results of civic budget making as appearing in the tax-rate, that they should attempt to locate a cause other than one under their own control. There has been wide-spread and growing expression of opinion that civic employees should be deprived of the civic vote. In the judgment of the Bureau, this would be as unsound and unjust as it is unnecessary. Many civic employees

have a very direct interest as property owners in the City's prosperity. All have an indirect interest in it, as the City's ability to continue to pay wages and salaries on a generous scale depends on the prosperity of the citizens and taxpayers in general. So far in Toronto civic payless pay days have been avoided. It should be possible to develop a feeling of solidarity and real community of interest as between civic employees and their employers, the citizens. Surely depriving civic employees of their civic franchise is not calculated to produce such a feeling of community of interest or to secure the best service possible from civic employees. But such a policy is unnecessary if all those who have the franchise exercise it. Until this is done, it seems quite illogical for a group, the majority of whom do not use their franchise, to insist on disfranchising another group, the members of which it is assumed do vote.

Direct unemployment relief has been with us for many years. The increase in the number of families on relief and the continued increase of net direct expenditures on unemployment relief in Toronto, while the index of employment is going up, or has been until recently, is a disturbing factor. The amount of expenditure on direct unemployment relief for each year since 1920 is as follows:

Annual Report 1920	\$23,553*	Civic Estimates 1928	136,131
Annual Report 1921	274,151	" " 1929	122,121
Civic Estimates 1922	114,968	" " 1930	377,570
" " 1923	89,192	" " 1931	849,391
" " 1924	139,054	" " 1932	746,755
" " 1925	150,889	" " 1933	2,400,791
" " 1926	149,281	" " 1934	3,201,548
" " 1927	152,608	" " 1935	3,618,844(Est.)
Total in the last five years .....	\$10,817,329		
Amount funded or to be funded .....	8,410,686		
Amount funded before 1933 .....	Nil		

\*Special Unemployment Fund.

In White Paper No. 196, issued May 30th, 1934, the Bureau raises the questions:

1. How long can the municipalities, the provinces and the nation support a burden which in the long run is only being made more intolerable by the wide-spread policy of financing unemployment relief costs out of borrowed funds?
2. Can removal of causes, or effective treatment of the problem be expected from any authorities save those which have powers of establishing unemployment insurance, building up work funds, regulating trade and commerce, and controlling immigration, settlement, transportation, etc.?

The Bureau again suggests that:—

1. Unemployment relief be transferred bodily to the national-provincial field.
2. Chronic relief be retained by municipal authorities.
3. All local welfare work be co-ordinated with public health work in one professionally administered department of Public Health and Welfare.

Such a scheme, of course, could be set up only as a result of a study by and agreement between Dominion and Provincial authorities, which the Bureau believes is overdue.

In the meantime, the City has to bear a large local burden. It should be borne in such a way as not to affect adversely the City's credit and not pile up excessive debt charges. The payment of the whole or a large part of direct relief expenditures out of current funds should contribute to efficiency and economy of management, as it is the general experience that, with the best will in the world, human nature being what it is, current expenditures out of borrowed funds are rarely if ever as closely controlled as current expenditures out of current funds which affect directly the tax-rate in the year of expenditure.

The phenomenon of a declining total assessment is rather disturbing as assessment is the main basis not only of our current financing but is the basis on which the borrowing power is determined. A reduction in taxable assessment may increase the tax-rate without any decrease in expenditure and thus impose a higher tax burden on properties,

**Assessment** the assessment on which has not been reduced although they may be no more valuable or productive of revenue to the owners or occupants. Even if the debt used in calculating the borrowing margin remains the same, the borrowing margin is reduced if the total assessment is reduced and necessary capital improvements may have to be curtailed or postponed to the great inconvenience of the citizens and even loss to the community as a whole. There is little doubt that the reductions made in the total assessment were entirely warranted and it must also be presumed that the annual revaluation of land and buildings continuously establishes the relative taxable assessment as between districts in complete conformity with changing values in order to preserve equity between taxpayers. This does not mean, however, that nothing can be done by the City toward preserving the equities of property owners in their properties, i.e., of preserving the tax-paying capacity of real estate. The effect of a growing tax-rate in reducing net revenues of buildings and therefore their capital values, cannot be disputed. Marginal properties may well become a liability rather than an asset to their owners and the annual re-assessment must, of course, establish this change.

The desirability of a reduction in the number of civic departments is probably admitted by most observers, but when opportunities offer themselves for amalgamation without disturbing any vested interests, in practice,

**Simplification and Co-ordination of Civic Machinery** the opportunities are not grasped. Two such opportunities presented themselves to Council recently, but both were ignored; why, may only be surmised, not stated. The cutting down in the number of departments obviously helps toward centralized accounting and purchasing, cuts down the cost of overhead, and makes possible a more economic use of personnel and materials available. At present the City seems to be making progress backward so far as amalgamation is concerned. As long as the people who pay the bills will put up with the unnecessary expense involved, they may.

The reduction in the number of aldermen was undoubtedly a step in advance. The next obvious step is lengthening the term of aldermen and controllers from one year to two, and electing half each year. This would reduce the number of necessary annual choices of each elector as to membership in City Council from 7 to 4. It would promote continuity in policy, would encourage candidates to come out and would promote independence of Council members. Those who were not coming up for election in any year, would note with interest what happened to their colleagues on election

day and would be guided in their conduct during the coming year by a lively regard for favours or punishment to come.

For the co-operation of the Press during the year just closed in the reproduction of and comment on the Bureau's various White Papers and Open Letters, the Bureau is deeply indebted. For the unusual number of expressions of appreciation received from citizens during the year, the Bureau is also grateful.

Respectfully submitted,

HORACE L. BRITTAINE  
Managing Director.

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### **WHITE PAPERS AND OPEN LETTERS**

issued during the Bureau year 1934-35

Date	Subject	Number
March 5, 1934	Open Letter Regarding the Draft Estimates of 1934.....	
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## BALANCE SHEET

At the 28th February, 1935

Assets	1935	1934	Liabilities	Statement I
Cash on Hand and in Bank.....	\$1,964.57	\$2,054.51	Unpaid Salaries .....	1935 1934
Accounts Receivable—			Reserve for Services in Respect of Unexpired Subscriptions .....	\$2,500.00 \$2,900.00
Citizens' Research Institute of Canada.....	708.87	204.53		
Equipment and Library.....				
Less: Reserve for Depreciation.....	2,685.06			
Prepaid Expense .....				
Deficit—				
Balance at 1st March, 1934.....	1,897.16			
Deduct: Excess of Revenue over Expenditure for the year ended 28th February, 1935—Statement II	1,118.46			
			778.70 1,897.16	
			\$3,850.00 \$4,250.00	

## REVENUE AND EXPENDITURE ACCOUNT

For the Year Ended the 28th February, 1935

Expenditure	1935	1934	Revenue	Statement II
Personal Services .....	\$7,080.00	\$7,080.00	Subscriptions .....	1935 1934
Less: Amount charged Citizens' Research Institute of Canada .....	913.40	930.98	Service Revenue .....	\$7,582.00 \$7,366.50
			Sundry Revenue .....	870.80 1,012.27
				711.10 704.90
Printing and Mailing .....				
Office and General Expense.....	\$1,588.67			
Deduct: Rent charged Citizens' Research Institute of Canada.....	600.00			
			6,166.60 8,010.98	
			890.17 787.04	
Bad Debts .....				
Balance being in excess of Revenue over Expenditure for the year — Statement I.....	988.67	941.37 135.62		
			1,118.46 791.34	
			\$9,163.90 \$9,083.67	

We have examined the books and accounts of the Bureau of Municipal Research for the year ended the 28th February, 1935, and we certify that all our requirements as Auditors have been complied with. We have not examined the Reserve for Services in respect of Unexpired Subscriptions. Subject to this proviso we report 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, 1935, according to the best of our information and explanations given to us and as shown by the books of the Bureau.

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

Dated at Toronto, Ontario, 19th March, 1935.

## LIST OF SUBSCRIBERS, 1934-1935

Abbs, Chas. E.	Canada Wire & Cable Co., Ltd.
Acme-Farmers Dairy, Ltd.	Canadian Bank of Commerce
Adams, A. W.	Canadian Chewing Gum Co., Ltd.
Adie, Edward	Canadian Credit Men's Association
Aikenhead Hardware, Ltd.	Canadian General Electric Co., Ltd.
Ames & Co., A. E.	Canadian Industries, Ltd.
Anderson-Macbeth, Ltd.	Canadian Manufacturers' Association
Andian National Corp., Ltd.	Canadian Pacific Express Co., Ltd.
Anstee, George	Canadian Pad & Paper Co., Ltd.
Arnoldi, Frank, K.C.	Canadian Railway News Co.
Ashworth, J. J.	Canadian Surety Co.
Ault & Wiborg Co. of Canada, Ltd.	Canadian Tire Corporation, Ltd.
Auto Electric Service Co., Ltd.	Carnahan, Wm. J. A.
Automotive Supply Co.	Cassels, Brock & Kelley
Baker Advertising Agency, Ltd., The	Caulder, J. A.
Bank of Montreal	Central Canada Loan & Savings Co.
Bank of Nova Scotia	Chapman's, Ltd.
Bank of Toronto	Chartered Trust & Executor Co.
Barber-Ellis, Ltd.	Cheney Chemicals, Ltd.
Bastedo, N. H.	Christie-Brown & Co., Ltd.
Bauckham, Chas.	Clark, Dr. Harold
Bean, Dr. Harvey	Clarke & Co., Ltd., A. R.
Beardmore Leathers, Ltd.	Clarkson & Sons, E. R. C.
Beairsto, A. H. C.	Coatsworth, Hon. Justice E.
Beatty, E. W., K.C.	Cody, Hon. Dr.
Beatty, Miss Mary H.	Colgate-Palmolive-Peet Co., Ltd.
Begg, H.	Commercial Lands & Bldgs. Co., Ltd.
Bell Telephone Co. of Canada	Confederation Life Association
Bennett, E. J.	Conger Lehigh Coal Co., Ltd.
Bennett & Elliott, Ltd.	Consolidated Plate Glass Co. of Can., Ltd.
Birks-Ellis-Ryrie, Ltd.	Consumers' Gas Co.
Bishop, Col. A. L.	Copp, Wm.
Black, A. H.	Corson, Ltd., Rolph R.
Blackhall & Co.	Cox Coal Co., Ltd., W. H.
Blake, Lash, Anglin & Cassels	Craig, Wm. J.
Boeckh Co., Ltd.	Crean & Co., Ltd., Robert
Bolander & Selby, Ltd.	Cummings, L.
Boone, Major C. A.	Davis & Henderson
Bosley & Co., W. H.	Davis, Henry, & Co., Ltd.
Bowles Lunch, Ltd.	Davison, R. C.
Bradshaw, Thomas, F.I.A.	Decker, C. J.
Brigden, Geo.	Deeks, Douglas B.
British-American Oil Co., Ltd.	Delany & Pettit, Ltd.
Britnell, Roy	Deloitte, Plender, Haskins & Sells
Bromo-Seltzer, Ltd.	Dilworth, R. J., F.C.A.
Brown Bros., Ltd.	Diver Electrotype Co., The
Brown, James	Dominion Bank, The
Brown, Robt. T.	Dominion of Canada General Ins. Co.
Bryant Press, Ltd., The	Dominion Electric Protection Co., Ltd.
Buntin-Reid Co., Ltd.	Dominion Stores, Ltd.
Burr, W. H.	Donohue, J. F.
Burton, Chas. L.	Dun & Bradstreet Co. of Canada, Ltd.
Campbell, A. H.	Dunham Co., Ltd., C. A.
Campbell, Graham	Dunlap, Mrs. D. A.
Canada Dry Ginger Ale, Ltd.	Dunnington-Grubb, H. B.
Canada Life Assurance Co.	Eaton Co., Ltd., T.
Canada Malting Co., Ltd.	Edwards, George, F.C.A., C.B.E., LL.D.
Canada Packers, Ltd.	Elliot, J.
Canada Permanent Mortgage Corp.	Ellsworth, Albert L.
Canada Printing Ink Co., Ltd.	Employers' Liability Assurance Corp., Ltd.

Everall Co., Ltd., George	Kents, Ltd.
Excelsior Life Insurance Co.	King, Samuel
Fisher & Co., Ltd., A. B.	Kingsland, W. A.
Flavelle, Sir Joseph, Bart.	Kirkpatrick, A. M. M.
Fleming, Murray P.	Laidlaw, John B.
Forster, J. W. L.	Laidlaw Lumber Co., Ltd., R.
Fox, Mrs. E. T.	Lake Simcoe Ice & Fuel, Ltd.
Frankel Bros.	Langor & Co., Ltd., John M.
Freyseng, Edward	Langley, J. P. & Co.
Fuller, Charles H.	Langleys, Ltd.
Gage, W. J. & Co., Ltd.	Laura Secord Candy Shops, Ltd.
Galbraith, A. C., Major.	Lawson, J. Earl, M.P.
Galbraith, F. E.	Leitch, G. C.
General Steel Wares, Ltd.	Lever Bros., Ltd.
Gibbons, Ltd., J. J.	Levy Bros.
Gilbert, Mrs. P. H.	Little, G. F.
Glendinning, Gray & Roberts	Littlefield, F. H.
Goldie, Dr. Wm.	Loblaw Grocerterias Co., Ltd.
Goldman, L.	London-Canada Ins. Co.
Gooderham, Geo. H.	London & Lancashire Ins. Co., Ltd.
Goodyear Tire & Rubber Co. of Canada, Ltd.	Long & Co., Ltd., A. E.
Gordon, Mackay Co., Ltd.	Long & Daly
Gore, Nasmith & Storrie	Lorsch & Co.
Grand & Toy, Ltd.	Lovell Co., Ltd., R. J.
Gray, Frank M., K.C.	Lyon & Harvey
Gray, W. S.	McCarthy, Leighton, K.C.
Green & Co., Ltd., John C.	McCoubrey, J. W.
Gregg & Co., Ltd., G. R.	McDonnell, Thos. E.
Gully, H. M.	McGee, Col. Harry
Gunn, J. A., Brig.-Gen.	McKinnon Co., W. L.
Gurney, E. H.	McLean, Ltd., E. L.
Hamilton, H. J.	McLeod, Young, Weir & Co., Ltd.
Hancock, Ltd., T. H.	Macfarlane, E. S.
Hardy & Baden	MacInnes, Col. C. S., K.C.
Hardy Cartage Co., Ltd.	MacKelcan, Fred. R.
Harling, R. Dawson	MacLachlan, D. Campbell
Harrison & Co., Ltd.	MacLean Publishing Co., Ltd.
Hartford Fire Insurance Co.	MacMillan Co. of Can., Ltd.
Harwood, H. S.	Manufacturers Life Insurance Co., The
Hatch, A. E.	Mapp, K. A., C.A.
Hay, Ruthven	Marani, Lawson & Morris
Hepburn, John T., Ltd.	Marks Stamp Co., Ltd.
Heward, C. Edin	Mason, G. W., K.C.
Hillman, H. P. L.	Mason, T. H.
Hind, Edmund, Lumber Co., Ltd.	Massey Harris Co., Ltd.
Hinde & Dauche Paper Co. of Canada, Ltd.	Massie, Robert F., Lt.-Col.
Holden, John B., K.C.	Masten, C. A., Hon. Justice
Hudson Coal & Ice Co.	Medland, John
Humphrey Co., Ltd., F. W.	Meredith, Simmons & Co., Ltd.
Huston Co., Ltd., John A.	Middleton, W. E., Hon. Justice
Hynes, J. P.	Might Directories, Ltd.
Imperial Bank of Canada	Monetary Times, The
Imperial Oil, Ltd.	Moore Bros., Ltd.
Imperial Varnish & Color Co.	Moore Corp., Ltd.
Inglis, Wm.	Moore, S. J.
International Business Machines Co., Ltd.	Morden, W. S., K.C.
International Petroleum Co., Ltd.	Morrow, Frederick K.
Jacobs, F. A.	Mulock, The Rt. Hon. Sir William, K.C.M.G., P.C.
Jephcott, Alfred	Young, Dr. Geo. S.
Jones, James Edmund, P.M.	Muntz, G. H.
Jones, W. Wallace	Muntz & Beatty, Ltd.
Imperial Life Assurance Co. of Canada	National Cash Register Co. of Can., Ltd.

National Life Assurance Co. of Canada, The	Stanton, Harry G.
National Trust Co., Ltd.	Star, Toronto Daily
Neilson, Ltd., Wm.	Stark, H. L.
Nicholson & Brock, Ltd.	Staunton, Ltd.
Norman, E. E.	Stedman Bros., Ltd.
Northway & Son, Ltd., John	Steele-Briggs Seed Co., Ltd.
Northern Bakeries, Ltd.	Steward, W. Dunlop
O'Brian, Jas. B.	Strathy, Gerard B.
Olivier Canada, Ltd.	Sully Brass Foundry, Ltd.
Ontario Silknit, Ltd.	Swift Canadian Co., Ltd.
Ontario, Province of. Dept. of Municipal Affairs	Taylor Instrument Companies of Canada, Ltd.
Osler, F. Gordon	Thompson, Geo. W.
Otis-Fensom Elevator Co., Ltd.	Tidy, Philip C.
Owen, J. T.	Tippet-Richardson, Ltd.
Oxley, Maj. J. Morrow	Toronto Board of Trade
Parker, Robert	Toronto Carpet Mfg. Co., Ltd.
Pascoe's, Ltd.	Toronto General Trusts Corp., The
Patrick & Co., W. G.	Toronto Hardware Mfg. Co., Ltd.
Patterson Chocolates, Ltd.	Toronto Iron Works, Ltd.
Petrie, Albert E.	Toronto Mortgage Co.
Phillips, Toronto, Ltd.	Toronto University Library
Pipe, Sidney H.	Toronto Wet Wash Laundry
Plumptre, Mrs. H. P.	Tory, John A.
Poucher, F. B.	Touche & Co., Geo. A.
Premier Operating Corp., Ltd.	Underwood, Elliott, Fisher, Ltd.
Primrose, Dr. Alex., C.B.	Union Stock Yards of Toronto, Ltd.
Purity Bread, Ltd.	United Church Publishing House
Reed, Shaw & McNaught	Victoria Paper & Twine Co., Ltd.
Reid, Thos.	Vale, Percival A.
Reford Co., Ltd., The Robert	Waldie, R. S.
Riddell, Stead, Graham & Hutchison	Walker, E. C., & Sons, Ltd.
Risebrough & Jackson	Walsh, Geo. T., K.C.
Robertson Bros., Ltd.	Warner & Co., Ltd., William R.
Robertson, R. S., K.C.	Warren, F. A.
Rogers Co., Ltd., Elias	Warren, J. H.
Rogers, Col. J. B., C.M.G., D.S.O., M.C.	Warwick Bros. & Rutter, Ltd.
Rogers, Thomas G.	Waters, D.
Rooke, H.	Watson, Thos. H.
Ross, O. M.	Weaver Coal Co., Ltd., F. P.
Ross, Hon. W. D.	Welch, Anderson & Co.
Rowell, Hon. Newton W., K.C.	Welch, Frank
Royal Bank of Canada	Wellington Building Corp., Ltd.
Ruddy Co., Ltd., E. L.	Wells, Arthur E.
Russell Motor Car Co., Ltd.	Wickett & Craig, Ltd.
Salada Tea Co. of Can., Ltd.	Whitfield Engineering, Ltd.
Sangamo Co., Ltd.	Wightman, R.
Scholl Mfg. Co., Ltd., The	Willard Storage Battery Co. of Canada, Ltd.
Scythes & Co., Ltd.	Williams, H. H.
Shapley, W. H.	Williams, J. C.
Shenstone, Dr. Norman S.	Wilson, Munroe Co., Ltd.
Shirriff's, Ltd.	Wilson, Patterson, Gifford, Ltd.
Simpson Co., Ltd., The Robert	Wood, E. R.
Smith, John M.	Wood, Ltd., C. J. B.
Smith Belting Works, N.	Wood, Gundy & Co., Ltd.
Soole Printing Co.	Woolworth Co., Ltd., F. W.
Speight, T. B.	Wright, Dr. C. S.
St. Catharines, City of	Wrigley, Jr., Co., Ltd., Wm.
Standard Brands, Ltd.	Wrong, Prof. G. M.
Standard Fuel Co., Ltd.	York Knitting Mills, Ltd.
Standard Sanitary Mfg. Co., Ltd.	



