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SEVENTH ANNUAL REPORT
OF THE
TORONTO
BUREAU OF MUNICIPAL
RESEARCH



YEAR ENDING
FEBRUARY 28
1921

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SEVENTH ANNUAL REPORT
OF THE
TORONTO
BUREAU OF MUNICIPAL
RESEARCH

Year Ending February 28th
1921



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TORONTO

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Executive Committee.

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Managing Director.....Horace L. Brittain
Asst. Mng. Director and Secretary.....J. E. Howes

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The only foundation for healthy community life and effective government is an informed people accustomed to act from knowledge. History shows that all measures taken without regard to the facts have, in the end, been failures. Short cuts based on force or prejudice or self-interest or disbelief in democratic institutions have never succeeded.

The Bureau of Municipal Research is a voluntary association of citizens, the chief aim of which is to promote informed citizenship, and, through this, desirable conditions of community life.

Its methods, which are simple and direct, may be described as follows:

First, it ascertains the facts regarding any particular problem of citizenship.

Next, it analyzes, classifies and arranges these facts so as to show their relation with one another.

Finally, it publishes the facts in clear, simple form so that he who runs may read, and reach reasoned and reasonable conclusions based on the facts.

The best results of the Bureau's work must always be intellectual and spiritual, brought about by the slow processes of education. The finest results of education may be observed but cannot be weighed. Again, the Bureau is but one of the many social forces at work in the community. No one agency can say or should attempt to say just what results flowed from its activities. The mere statement of such results, even if possible, would largely defeat its own ends. It is sufficient for any organization to say that to the best of its ability it contributed to results in the interests of the community as a whole.

REPORT OF COUNCIL

to

Guarantors and Members of the Toronto
Bureau of Municipal Research

The Council herewith presents its Seventh Annual Report. During the year, six meetings of the Council and forty of its Executive Committee have been held. These meetings have been well attended, and an interesting programme of work has been carried on.

The Balance Sheet and Revenue Account for the year ending February 28th, 1921, as signed by the Auditor, are submitted herewith.

The Report of the Managing Director, which follows, gives a summary of the work of the Bureau for the year. Among other things, three bulletins, nine White Papers, and nine pamphlets have been published, five of the latter being issued in connection with the Educational Survey.

Respectfully submitted on behalf of the Council,

JOHN MACDONALD,

March 31, 1921.

President.

BALANCE SHEET

As at February 28, 1921

| Assets | Liabilities |
|----------------------------------|-------------|
| Cash on Hand and in Bank..... | \$ 3,275.98 |
| Accounts Receivable: | |
| General and Miscellaneous..... | \$ 613.70 |
| C.R.I.C. Contingent | 4,545.72 |
| C.R.I.C. Operating Account | 370.00 |
| | 5,529.42 |
| Members' Guarantees Outstanding: | |
| Past Due..... | \$2,275.00 |
| Due Present Year..... | 250.00 |
| Due Future Years..... | 700.00 |
| | 3,225.00 |
| Bills Receivable (overdue)..... | 300.00 |
| Prepaid Expenses..... | 8.61 |
| Equipment | 98.44 |
| | \$12,437.45 |

| | |
|---|---------------------------|
| Provision for Contingencies, etc..... | \$10,081.80 |
| Members' Guarantees for Future Years..... | 700.00 |
| Bills Payable | 684.44 |
| Unearned Income | 62.50 |
| | <u><u>\$12,437.45</u></u> |

REVENUE ACCOUNT

For Year Ending February 28, 1921

| Expenditures | Revenue |
|---|---------------------------|
| Expenditures (as per Expenditure and Appropriation Statement) | \$31,575.90 |
| Added to Provision for Contingencies..... | 1,156.80 |
| Balance—being Surplus for the Year..... | 489.84 |
| | <u><u>\$33,222.54</u></u> |
| Subscriptions for Current Year..... | \$ 1,280.00 |
| Revenue from Federation for Community Service..... | 25,552.36 |
| Service Revenue: | |
| C.R.I.C. | \$3,763.74 |
| Others | 988.32 |
| | 4,752.06 |
| Revenue from Rentals: | |
| C.R.I.C. | \$ 750.00 |
| Others | 764.00 |
| | 1,514.00 |
| Sundry Revenue, Interest, etc..... | 124.12 |
| | <u><u>\$33,222.54</u></u> |

The above statement has been audited by me, with vouchers and documents thereto, and found correct,
LAWSON, WELCH & CAMPBELL,
per J. B.

REPORT OF MANAGING DIRECTOR

Gentlemen:

The year just closed was perhaps the most active in the history of the Bureau of Municipal Research.

Public School Survey: The survey of the Public Schools has been continued and is nearing completion. Thorough studies were made of:

1. The Physical Plant, including construction, equipment, special rooms, heating, sanitation, caretaking service, fire hazards, planning for future buildings;
2. Measurement of Educational Waste, including over-age, retardation, and dropping-out of school life before completing the elementary school course;
3. The York Street School;
4. The Park School, St. David Street;
5. The Out-of-School-Hours' Use of School Plant;
6. Purchasing;
7. Stores Control; and
8. Accounting.

Reports on these studies have been issued and distributed to the members of the Board of Education, heads of departments, and the mailing list of the Bureau. The Press of the city reproduced the main findings and recommendations of the reports, which thus became available to the public school supporters of the city. In these reports, as in all issued by the Bureau, care has been taken to make no criticism, unless accompanied by a constructive suggestion. Throughout the study any conditions requiring immediate attention which came to the notice of the Bureau were reported at once to the attention of the heads of departments concerned. This was particularly the case with regard to fire hazards. At the suggestion of the Business Administrator of the Board, the Bureau's engineer was loaned to the Board for a short period on half-time, to assist in departmental reorganization.

A study of the organization of the Board itself has still to be completed. This will be done in the early part of the current year.

Separate School Survey: In October, 1920, the Bureau was requested by the Separate School Board to make a study of the physical plant of the Separate Schools and report thereon to the Board. This study is well under way and will probably be completed before June, 1921. As in the case of the Public School Survey, administrative officers of the Separate School Board are being kept informed as to any developments which need their immediate attention.

Motor Bus Transportation: Information was gathered from thirty cities in Canada and the United States as to their experiences with motor bus transportation. On the basis of this information, a tentative plan was outlined for North Toronto, and a memo thereon forwarded to the Mayor and City Council. There has been considerable call for this information from private citizens during the year.

Telephone Rate Inquiry: During September, October and November, 1920, the Bureau co-operated with the department of the Corporation Counsel in collecting, collating and analyzing information as to the probable effect on telephone users of the proposed changes in rates and methods of charging for telephone service.

Budget Analysis: The Bureau's annual analysis of the City Budget was issued this year in two sections: one dealing with the Budget proper, and the other with the various public service enterprises owned and operated by the city. Owing to great advances made in recent years in the form of the official estimates, the space required for analysis of the ordinary budget was considerably less than usual. The section on public service enterprises was greatly enlarged, owing to the increase in the importance of these, in relation to the business of the city as a whole. This section contained detailed discussions of the amount and prevention of water waste and methods of charging for water for fire protection. In view of proposals to increase greatly the capital investment in water works, the possibility of cutting down water waste should be studied thoroughly. The rapid growth of public ownership makes it imperative that the methods of raising revenue for publicly-owned enterprises should be carefully scrutinized.

The Detention Home of the Toronto Juvenile Court: An extensive study of Juvenile Court organization was made during the first six months of the year. Owing to local discussions regarding the Toronto Detention Home, an interim report dealing with the Home was published in September, 1920. A report on the whole subject of Juvenile Court Organization will be published later.

Minor Inquiries: Various minor inquiries have been made during the year—some as a regular part of the work, and some at the instance of citizens desiring information. Below is a partial list of such studies:

- (1) Infringement of Building By-laws.
- (2) Motor Fatalities in Toronto.
- (3) Housing Situation in Toronto.
- (4) Public Financial Reports.
- (5) The Advantages of Serial Bonds over Sinking Fund Bonds from the standpoint of public financing.
- (6) Teachers' Salaries.
- (7) Hospital Deficits.
- (8) Tax Exemption By-law.

Several of these supplied the material for bulletins; one was made the subject of a letter to the City Council, and the results of others were reported to citizens or administrators in typewritten form.

Co-operation With Other Organizations: Throughout the year the Director and Assistant Director have lectured at the University on "The Municipality." At the repeated request of the Ontario Municipal Association, the Director was authorized by the Board to consent to act as the Secretary-Treasurer of the Association.

The Director and Assistant Director have given fifteen addresses during the year before various bodies, on "Citizen Co-operation in Government." In this way large numbers of citizens were reached, who, in most instances, would not otherwise have come in contact with the work.

Almost every day the Bureau has been called upon to supply information regarding some civic or community activity. Requests have also come from outside points, such as Sheffield, England; Melbourne, Australia; India, and New Zealand. These requests bring the Bureau in touch with sources of information often very valuable to the work in Toronto.

The "Help-Your-City" Suggestion Service has been continued this year with good results. Several citizens have brought to the notice of the Bureau various local conditions which needed attention.

Throughout the year members of the staff have attended the meetings of the Board of Control, City Council and Board of Education, and have thus kept in close touch with the work of these civic bodies.

Publications: Below is a list of the publications issued during the year:

PAMPHLETS.

Sixth Annual Report—Bureau of Municipal Research.

City Budget Facts:

Part I —The Budget Proper.

Part II—The Public Service Enterprises of Toronto.

The Juvenile Court of Toronto—Interim Report on the Detention Home.

Reports in connection with the Toronto School Survey:

1. York Street School.

2. Measurement of Educational Waste in the Toronto Public Schools.

3. The Physical Plant of the Toronto Public Schools.

The Building Department of the Toronto Board of Education.

4. Park School (St. David St.)

5. Purchasing

Stores

Accounting.

WHITE PAPERS.

| Date | No. | Title | Subject Matter |
|----------------|-----|---|--|
| Mar. 22, 1920 | 37 | The City Budget Estimates | Suggested stages in preparing and passing the estimates. |
| Mar. 26, 1920 | 38 | Toronto's Budget Estimates | Increases in Estimated Expenditures. |
| April 24, 1920 | 39 | Community Service and Our Public Hospitals | The work and cost of administering Toronto's Hospitals. |
| May 5, 1920 | 40 | Toronto's Children are Her Greatest Asset | Summary of the Findings and Recommendations contained in report on "Measurement of Educational Waste in the Public Schools." |
| July 2, 1920 | 41 | Would Motor Buses Solve or Help to Solve Toronto's Transportation Problem? | Summary of information received re Motor Bus Operation in American Cities. |
| Nov. 19, 1920 | 42 | Motor Fatalities in the City of Toronto—Year ending September 30, 1920 | Analysis of causes, ages of victims, etc. Suggestions. |
| Jan. 14, 1921 | 43 | A Twelve-Hour Working Day for School Buildings: 300 Days in the Year. Story No. 1 | Complete use of plant and equipment as a basal element in economy. |
| Feb. 14, 1921 | 44 | How Should Toronto's Civic Welfare Work be Organized? | Suggested Plans. Illustrated by charts. |
| Feb. 22, 1921 | 45 | The Personnel of Our Civic Government—1921 | A Directory in Tabloid Form. |

BULLETINS.

| Date | No. | Title | Subject Matter |
|---------------|-----|---|---|
| May 13, 1920 | 83 | Who is to be the Next Commissioner of Finance? | Qualifications, Duties and Powers of a Commissioner of Finance. |
| Jan. 7, 1921 | 84 | Will 1921 be a New Year in civic administration, or will it be the same old year with a new number? | Suggested resolutions for Members of Council or Board of Education, and for Citizens. |
| Jan. 24, 1921 | 85 | "Economy" | Cost of Civic Administration, 1920-1921. |

Programme of the Bureau for the Year Beginning March 1, 1921.—It is, of course, impossible to outline, a year in advance, a detailed working programme for a Bureau of Municipal Research. A great deal of a Bureau's work must be in the nature of emergency work growing out of community issues as they arise, and the staff must be ready at any time to lay down one project in order to take up another, for the consideration of which there is more urgent need. Again, conditions may at any time arise making any particular inquiry impossible or out-of-date. It is of some advantage, however, to outline probable and worth-while studies for the future. A few of these are presented herewith:

- (1) The relation of education to industry and commerce.
- (2) Training of teachers for Toronto Schools.
- (3) Study of hospital accommodation and organization.
- (4) Social service or public welfare organization.
- (5) Study of garbage and industrial waste disposal.
- (6) Tax exemptions.
- (7) Centralized purchasing.
- (8) Standardized accounts and estimates.
- (9) Harbor development and the viaduct.
- (10) Metropolitan areas, industrial districts and zoning.
- (11) Municipal fire insurance.
- (12) Centralization of control over all civic public service enterprises.
- (13) Capital and current financing of civic public service enterprises.
- (14) Municipal debt.

These are, of course, in addition to the routine activities of the Bureau.

Membership in the Federation for Community Service: For the first five years of its existence, the Bureau of Municipal Research was financed by direct contributions from public-spirited citizens. When the Federation for Community Service was started, the Bureau, which had consistently advocated the federation and co-operative financing of all privately-controlled agencies in the city doing community service work, so as to prevent duplication of effort and waste of time, on

receipt of forms from the Federation, presented its budget and, on its acceptance, became a financial member of the Federation. In this way the Bureau showed its practical adherence to the principles it had advocated, although doing so meant the surrendering of financial relations with a large number of loyal supporters. In the campaigns for funds which followed, however, the emphasis in the Federation publicity was placed on that form of community service commonly called Charity, and the Bureau, as a consequence, appeared in a false position to some citizens who were not fully aware of the principles on which the Federation was based. In order to relieve the Federation of any embarrassment due to the presence of a community service organization which is not in any sense a charity, and in the interests of the Bureau's proper work, the Bureau sent in its resignation from financial membership in the Federation. The resignation was accepted. The Bureau will, therefore, not participate in any Federation funds after this calendar year. The Bureau wishes to assure its supporters that it regrets, in the interests of economy in time and money, the necessity of reverting to the individual method of financing, and feels sure that its position in this matter will be understood. In this respect it is interesting to note that the Cleveland Municipal Research Bureau is a member of the Cleveland Welfare Federation, and that the Detroit Bureau of Governmental Research is a member of the Detroit Community Union.

The Bureau is glad to know that the Toronto Federation has successfully surmounted the grave difficulties of its initial years, and will, of course, continue to co-operate with the Federation in any way that the Federation may desire.

The Bureau Budget for 1921: The estimated expenditures for 1921 were \$29,397.50. Owing to an increase in special work for other organizations who paid for the services at cost, the actual expenditures exceeded this amount by \$2,178.40. The expenditures for 1921-1922 are estimated at \$30,102.50. Of this amount \$3,500.00 will come from special receipts, leaving a net estimated expenditure on general work of \$26,602.50. In spite of the increase in many items of operating costs, the Bureau proposes to spend during 1921-1922 only \$3,000.00 more than it spent in 1918-1919, and \$700.00 more than the estimated expenditure of 1920-1921.

The gross current expenditures of the City of Toronto are now about \$30,000,000 per year. The expenditure of \$30,000 per year on the promotion of effective citizenship through studies of civic expenditure and the services purchased thereby can hardly be regarded as unreasonable.

The details of operating expenditures for 1920-1921, and of estimated expenditures for 1921-1922 are to be found on pages 14 and 15.

Respectfully submitted,

HORACE L. BRITTAINE,
Managing Director.

BUDGET ESTIMATES—Year Commencing March 1st, 1921

| | Estimates 1921-1922 | Expenditures 1920-1921 | Appropriations 1920-1921 | Expenditures 1919-1920 |
|--|------------------------|---------------------------|-----------------------------|---------------------------|
| Personal Services | | | | |
| Regular Staff | \$22,612.50 | \$21,586.97 | 23,247.50 | \$18,595.46 |
| 22,112.50 | 20,487.51 | 22,697.50 | 18,071.29 | |
| 500.00 | 48.50 | 200.00 | ..... |  |
| Extra Help ..... | ..... | 197.60 | 350.00 | 524.17 |
| Professional Fees ..... | ..... | 853.36 | ..... | ..... |
| C.R.I.C. Staff ..... | ..... | ..... | ..... | ..... |
| Publicity Expense | | | | |
| Printing | \$3,150.00 | \$5,189.66 | \$2,900.00 | \$2,912.09 |
| 2,500.00 | 4,064.37 | 2,200.00 | 1,735.50 | |
| 400.00 | 677.05 | 400.00 | 529.05 | |
| 200.00 | 426.15 | 200.00 | 345.55 | |
| 50.00 | 22.09 | 100.00 | 301.99 | |
| Office and General Expense | | | | |
| Rent of Office and Board Room | \$3,890.00 | \$4,262.12 | \$2,900.00 | \$2,996.40 |
| 2,750.00 | 2,979.21 | 1,800.00 | 1,593.75 | |
| 180.00 | 191.98 | ..... | ..... |  |
| 300.00 | 381.68 | 200.00 | 320.17 | |
| Janitor ..... | ..... | ..... | ..... | ..... |
| Stationery and Office Supplies ..... | ..... | ..... | ..... | ..... |
| Telephone and Telegraph, Postage and Messenger Service ..... | ..... | ..... | ..... | ..... |
| Books and Periodicals etc. ..... | ..... | ..... | ..... | ..... |
| Depreciation of Equipment ..... | ..... | ..... | ..... | ..... |
| Unclassified ..... | ..... | ..... | ..... | ..... |
| Incidentals ..... | ..... | ..... | ..... | ..... |
| Guests at Luncheon Meetings ..... | ..... | ..... | ..... | ..... |
| Travelling | | | | |
| | \$450.00 | \$537.15 | \$350.00 | \$742.13 |
| TOTAL | \$30,102.50 | \$31,575.90 | \$29,397.50 | \$25,246.08 |

EXPENDITURES CLASSIFIED BY WORK PERFORMED

Year Ending February 28, 1921

| FUNCTIONS | Personal Services | Printing and Mailing Expense | Office and General Expense | Travelling Expense | Total Direct Charges | Total Indirect Charges | Total Cost |
|--|--------------------|------------------------------|----------------------------|--------------------|----------------------|------------------------|--------------------|
| Publicity | \$2,538.26 | \$1,799.56 | \$32.93 | .25 | \$4,371.00 | \$2,050.49 | \$6,421.49 |
| Budget Analysis | 451.87 | 252.86 | ..... | ..... | 704.73 | 330.60 | 1,035.33 |
| Water Works Revenue Study | 476.76 | 50.18 | ..... | ..... | 527.19 | 247.30 | 774.49 |
| Annual Report | 172.45 | 235.17 | ..... | 26.25 | ..... | 433.87 | 203.55 |
| Miscellaneous Publicity Work. (White Papers and Bulletins) | 1,437.18 | 1,261.35 | 6.68 | ..... | 2,705.21 | 1,269.04 | 3,974.25 |
| Co-Operative Work | \$5,325.98 | \$3,103.04 | \$9.86 | \$14.50 | \$8,453.38 | \$3,965.63 | \$12,419.01 |
| Board of Education Survey | 4,394.28 | 3,075.44 | 3.22 | 14.00 | 7,486.94 | 3,512.25 | 10,999.19 |
| Separate School Survey | 148.04 | ..... | ..... | ..... | 148.04 | 69.45 | 217.49 |
| Toronto Hospital Survey | 12.02 | ..... | ..... | ..... | 12.02 | 5.65 | 17.67 |
| Help-Your-City Service | 633.52 | ..... | 5.20 | ..... | 639.22 | 299.87 | 939.09 |
| Transportation Studies | 138.12 | 27.60 | 1.44 | ..... | 167.16 | 78.41 | 245.57 |
| Work Partly Recouped For | \$8,082.19 | \$249.85 | \$60.84 | \$24.70 | \$8,417.58 | \$3,948.84 | \$12,366.42 |
| Citizens' Research Institute of Canada (Operation) | 3,736.23 | 4.20 | 23.44 | ..... | 3,763.87 | 1,765.50 | 5,529.37 |
| Monthly Analysis of City Council Procedure | 463.09 | ..... | 9.00 | ..... | 472.09 | 221.40 | 693.49 |
| Juvenile Court Study | 355.19 | 245.65 | 1.77 | ..... | 602.61 | 283.19 | 885.80 |
| Ontario Municipal Association | 168.55 | ..... | ..... | ..... | 168.55 | 79.05 | 247.60 |
| General Research | 3,359.13 | ..... | 26.63 | 24.70 | 3,410.46 | 1,599.70 | 5,010.16 |
| Work Fully Recouped For | \$251.16 | ..... | ..... | ..... | ..... | ..... | ..... |
| TOTAL | \$16,197.59 | \$5,152.45 | \$ 103.63 | \$ 39.45 | \$21,493.12 | \$10,082.78 | \$31,575.90 |
| Overhead and Indirect Charge | \$ 5,389.38 | \$ 37.21 | \$4,158.49 | \$497.70 | \$10,082.78 | | |
| GRAND TOTAL | \$21,586.97 | \$5,189.66 | \$4,262.12 | \$537.15 | \$31,575.90 | | |



