

less articulate young men as they start out to war. The theme of "Make This The Last War" is that victory will only come with the attainment of world unity. "The issue is no longer the old world or the new in victory; it is the new world or defeat." Those who do the fighting and dying must know whether the new world is worth the cost of victory. Those who stay behind must also decide whether victory is worth the cost of a new world. Mr. Straight sets forth his convictions on the deep-seated origins of this war, the weaknesses in our war effort, and the requirements for a new world, describing existing international policies and machinery and those which must be established. While he places the responsibility for achievement of world unity squarely on the doorstep of the stronger nations, he emphasizes that each individual must accept his duty to see that his community, his nation, and, finally, the world is run the way it should be.

Similarly, John MacCormac in *This Time For Keeps*¹⁰ says that we are fighting for something better than the status quo.

10. *This Time for Keeps*, by John MacCormac. New York: Viking. 196 pp. \$2.00.

The world revolution is directed toward the full use of the world's resources and a wider opportunity for the common man. And again the revolutionary nature of the war is emphasized by J. Donald Kingsley and David W. Petegorsky, authors of *Strategy for Democracy*.¹¹ Our traditional patterns of human relationships and social institutions are rapidly changing, and the democracies must develop new progressive policies and carry them out during the war if victory over fascism is to be worth striving for.

Hiram Motherwell, in a well-organized, readable book, *The Peace We Fight For*,¹² divides his proposals into two inter-related sections. The first deals with the problems of physical survival and of political stability immediately after the armistice. The second considers the longer-range difficulties involved in the use of force by a super-national power, control of armaments, international government, and measures of over-all security.

11. *Strategy for Democracy*, by J. Donald Kingsley and David W. Petegorsky. New York: Longmans-Green. 342 pp. \$3.00.

12. *The Peace We Fight For*, by Hiram Motherwell. New York: Harper. 281 pp. \$3.00.

Trends in Provincial-Municipal Supervision

By ALAN VAN EVERY

IF a map of Canada is spread out and glanced at while this article is being read, even although the map does not show the number and location of the many Canadian communities designated as "municipalities", the geographic reason for the importance of those local units in the scheme of Canadian government will be apparent.

Yet, listen in while a municipal councillor of Fort William telephones over the long distance to Toronto for advice from

the Ontario Department of Municipal Affairs in respect of the management of lands bought by the city at tax sales; or follow the discussion at an annual provincial convention of county road engineers organized by the Department of Highways; or read a letter from an official of a rural municipality in northern Saskatchewan to a provincial inspector at Regina inquiring about the inspector's annual report on the accounts of the municipality. It will be equally apparent that the legislatures have not restricted their activities relating to local government to making grants of power, imposing duties,

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or denying power to local governments. In every Province the provincial government is assisting and controlling the municipal councils and boards not only by making provincial "laws in relation to municipal institutions within the Province", as provided by the British North America Act of 1867, but also by exercising administrative supervision through the agency of provincial departments, boards and commissions.

In the study of the subject "Municipal Finance in Canada" prepared in 1939 by Mr. H. Carl Goldenberg for the Sirois-Rowell Commission on Dominion-Provincial Relations it is explained that Canadian "municipalities are instruments of local self-government, rather than units in the administrative organization of the provincial government" and that any "subordination of the municipalities to a provincial administrative body is largely a modern development." This tendency toward supervision and coordination of municipal activities by provincially appointed bodies began with the grandiose schemes of development and hectic expansion in the West prior to the (last) War. It was accelerated during the depression of the 'thirties as the provincial governments came to the aid of municipal authorities by setting up provincial administrative machinery for the reconstruction of the financial structures of municipalities whose debenture payments were or were about to be in default, for the supervision of those municipalities and for the general improvement of the standards of local government in every municipality. The provincial governments began as well to gather and study municipal statistics, to arrange courses of instruction for municipal councillors and officials and to advise municipal councils and officials as to the best methods of accounting, budgeting and collecting taxes.

The degree to which this tendency has been carried varies from province to province. However, some general idea of its extent may be gathered by reviewing briefly the activities of the principal provincial agencies which have or

may exercise authority over municipal governments in Ontario.

1. The Lieutenant-Governor in Council

The statutes of the Province empower the Executive Council of the Provincial Government to exercise a discretionary control over a few municipal matters. New townships in unorganized territory, that is territory having no county organization, may be annexed by proclamation by the Lieutenant-Governor in Council to any adjacent county (under section 26 of The Municipal Act). The Minister of Municipal Affairs may take steps to have municipalities amalgamated only when so authorized by the Lieutenant-Governor in Council (under section 23 (7) of The Municipal Act). The appointment and dismissal of gaolers must have the approval of the Lieutenant-Governor in Council (under section 388 of The Municipal Act). The amount of the provincial subsidy to be paid to all municipalities is annually determined by the Lieutenant-Governor in Council (under The Municipal Subsidy Act). The municipal closing of an allowance for road that was reserved in the original survey and that runs along or leads to the edge of any river, stream or lake does not take effect until it has been approved by the Lieutenant-Governor in Council (under section 495 (3) of the Municipal Act). Municipal gas franchises require in certain circumstances the approval of the Lieutenant-Governor in Council (under section 8 of the Municipal Franchises Act). A county by-law to establish a metropolitan school area in a suburban district that adjoins a city of 100,000 or more population must have the approval of the Lieutenant-Governor in Council (under section 19 (1) of The Public Schools Act.)

The activities mentioned in most of these instances appear to have more than local significance. The structure of municipalities, the administration of justice, the preservation of the right of public access to inland waters, and a departure from the usual type of school organization,

are obviously within the scope of provincial policy.

Actually, since such situations seldom occur, the Lieutenant-Governor in Council is rarely called upon to exercise this discretionary control.

2. The Department of Municipal Affairs

This Department of the provincial administration has fewer employees than any other, having only 12 male and 17 female employees, including the staff of the Ontario Municipal Board. Nevertheless, the field of activity of this Department takes in so much, and the demands made on the Department are so unceasing, that it is one of the busiest branches of the provincial administration.

Although many municipalities that formerly were closely supervised and directed by the Department because of financial troubles that arose during the 'thirties are now steering their own courses again, the Department still has charge of the affairs of 13. It also gives advice at the beck and call of the other 927 municipalities of the Province.

Frequently the advice can be given by mail or telephone, but often a representative from the Department must visit the municipality and talk to the Council and the officials, explaining effective ways of collecting taxes, of keeping accounts or of financing, or pointing out the benefits to be gained by improving administrative methods and bringing local laws up-to-date. The advice of Departmental officials is most frequently sought in the solution of budgeting and financial problems. This contact with a variety of problems from many municipalities gives the Departmental officials a valuable fund of experience, and enables them to suggest to the Minister of Municipal Affairs, and so to the Legislature, desirable amendments to the many statutes that are the legal blue-prints for municipal government.

The Department also collects and studies statistical information from the municipalities and publishes an annual statistical report in which can be seen the trend of municipal debt, assessment and tax col-

lection; this report is of special value to investors.

Every municipal auditor must hold a license of qualification from the Department. This requirement, which was introduced in the year 1941, is raising the standards of municipal accounting and auditing, and providing the municipalities with better protection against losses that occur by reason of dishonest or incompetent employees.

Courses in municipal administration are conducted from time to time by the Department at convenient places throughout the Province and are always well attended. Model estimates, accounts, by-laws and forms are distributed and discussed at these courses. A course may last for two days or for a week. Usually the lectures are afterwards printed and distributed for a nominal charge.

The Departmental officials, most of whom have had previous municipal experience, are seen at all meetings of the associations of municipal officials and keep in close touch with the foremost international municipal associations. An association of the municipal assessors in the Province has recently been organized by the officials of the Department.

3. The Ontario Municipal Board

This provincially appointed tribunal of 3 members was originally known as the Ontario Railway and Municipal Board when created in the year 1906. Its present members are a lawyer of long experience in municipal office, a civil engineer who was formerly a municipal official, and the Deputy Minister of Municipal Affairs.

The functions of this Board, which have several times in recent years been examined and approved by the Privy Council in cases in which the powers of the Board were questioned, are similar to those of the Boards of Commissioners of Public Utilities of the Maritime Provinces, the Municipal and Public Utility Board of Manitoba, the Local Government Board of Saskatchewan, the Board of Public Utility Commissioners of Alberta and the

Public Utilities Commission of British Columbia.

Many municipal projects must be submitted to this Board for approval. All borrowing upon the security of debentures, and the projects for which the borrowing is required, must be approved by the Board. Furthermore, the Board's approval must be obtained before a municipality can borrow upon a promissory note for current purposes more than 70% of the total amount of estimated revenues for the year, before a municipality can grant a fixed assessment to a manufacturing business, and before property or building restrictions can be imposed or amended by municipal by-law.

The Board also has jurisdiction over the incorporation of new municipalities, municipal annexations and amalgamations, public utility disputes and the registration of plans of survey and subdivision of land. The Board sits as a final court of appeal to hear assessment complaints where large amounts are in question. Since it is a fact-finding body, an appeal from its decision may be taken to the courts on a question of jurisdiction or of law.

The Board holds its public hearings in the municipalities and, where application is made for approval of a change in property restrictions, usually visits the locality in question. Ratepayers have an opportunity at these hearings to object to any municipal measure that comes before the Board for its final approval. For example, when the council of a suburban municipality, without notice to the ratepayers affected, amended restrictions to permit the construction of a commercial, outdoor roller-skating rink in a residential valley, the ratepayers appeared in large numbers at the hearing when the amendment recently came before this Board and persuaded the Board not to give the required approval.

Representatives of applicant municipalities frequently consult the Board informally for guidance before making a formal application.

4. The Department of Health

This Department carries on an active programme of public health improvement through local boards and medical officers of health. Both the appointment and dismissal of a medical officer of health requires the approval of the Minister of Health. The qualifications of municipal sanitary inspectors are prescribed by this Department.

In exercising general oversight over municipal health administration the Department may require local authorities to take prompt steps to prevent the spread of disease, and to provide water and sewerage services in certain circumstances. Cemetery administration is supervised by this Department. Municipal by-laws for the regulation and licensing of barber and hairdressing shops, and for the establishment of or any change in a waterworks or sewerage system, must be approved by this Department.

5. The Department of Education

This Department supervises the system of public education carried on by local school boards with the assistance of annual provincial grants. Supervision is exercised by provincial inspectors not only over the courses and standards of instruction, but also over school buildings and equipment.

6. The Department of Highways

Although jurisdiction over all public highways other than provincial or "King's Highways" is vested in the municipalities, this Department keeps up the standard of highways by supervising all rural highway construction and maintenance, and by contributing towards payment of a large proportion of the cost. By-laws appointing local road superintendents require the approval of the Minister of Highways. A municipality cannot close or divert any highway which gives access to the King's Highway without the consent of the Lieutenant-Governor in Council upon the report of the Minister of Highways.

7. The Hydro-Electric Power Commission

Almost all the hydro-electric power distributed in Ontario is produced by this Commission. The power is distributed direct to rural consumers, and to other consumers through municipal public utility commissions which the provincial commission closely supervises. The credit for the growth and economies of this system is shared by both the provincial Commission and the participating municipalities.

In the other provinces, provincial agencies of a like nature have or may exercise similar powers over municipal governments. All the Provinces, except Prince Edward Island, have special administrative departments entrusted with the supervision of municipal affairs. The first department of Municipal Affairs was established in Alberta as early as 1911. The Ontario department came into being in 1935. In addition, certain of the provinces have a municipal or local government board or tribunal. Each of the Prairie Provinces has an assessment commission, and each of the Maritime and western provinces has a board of commissioners of public utilities.

Generally speaking, the chief ground for criticism of these various agencies is their lack of coordination. This is particularly true of Ontario where, it is sub-

mitted, they do not sufficiently consult each other. One department recommends to municipalities the setting aside of a fund to provide for future replacement of equipment; another department advises that to be an unsound practice and contrary to law. Sometimes there is rivalry and jealousy between the provincial agencies. Because some of these agencies carry on their work without consultation with the others, their recorded information about the municipalities is not pooled and made mutually available as it should be.

Municipal criticism of provincial oversight is seldom heard. The members of local bodies change so frequently and municipal officials receive so little remuneration and encouragement, that they are eager and grateful for provincial guidance. The methods of most provincial officials who deal with municipal matters are to suggest, to advise and to persuade, in such a way that responsibility for local decisions remains in the municipality.

If the improvements in municipal administration that are being produced by this enlarged provincial oversight of Canadian municipalities are accompanied by increasing interest and competence on the part of the citizens who participate in that administration, democratic government in Canada is thereby gaining in effectiveness.

Manpower Mobilization in Canada and the United States

By JOHN J. CORSON

AS the war lengthens additional manpower must be found in Canada as in the United States. In each country that manpower must be squeezed out of

a steadily dwindling reserve. Yet, the needs of the armed forces, of industry and of agriculture must be met in each country. Winning the war requires that. It requires the replacement of all the young, able-bodied workers which are withdrawn from industry and agriculture for service in the armed forces. It requires

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