

said, gruffly, and stalked off by her side with the protective air of a sullen mastiff. When she parted from him at the gate of her home she shook hands again, and her last words to him were, "You owe it to yourself, Mr. Porter, to rise to your highest level and to do your utmost best."

Joe Porter had listened to personal exhortation before, usually with an unpalatable admixture of reproof and denunciation. This girl treated him like a valued friend, whom she earnestly wished to serve. He pushed out his chest as he went back home. "Owed it to himself!" That was a good notion. He must remember that.

As a subject for permanent reform Joe proved more difficult than Annabel had anticipated. She went at the work with cheerful persistence, helped him up every time he fell, repeatedly affirmed her belief in his ability to conquer himself, treated him always as a comrade who was temporarily a patient in the Hospital of Infirm Will Power, visited him in jail, where he was confined more than once for petty theft, and persuaded her father to engage him as a gardener when no one else could be induced to give him work of any kind. Annabel passed through a year of strenuous effort on behalf of a fellow creature who gave her nothing in return save the gradually increasing conviction that her labours had not been in vain.

It was during this second year of her acquaintance with the Porters that Annabel, returning from a brisk walk on a windy day in spring, felt her veil free itself from the last confining pin, and, taking a hasty flight across the lawn, clutch at a syringa bush. As the gardener ran to secure it she nodded brightly to him and passed on up to her room, ex-



"He was as ideal a subject for reform as the heart of the most ardent philanthropist could desire."

pecting momentarily that the article would be sent up to her. As it failed to appear she concluded that the wind had swept it from the man's reach, and gave no farther thought to the matter. Some weeks later Harold faced her with an ominously frowning brow. "Ann, do you know where your veil is hiding?"

"My veil?" she echoed, wonderingly.

"Yes, the one that blew off a month ago. It's pinned inside Joe Porter's vest. I saw it there to-day when he was weeding the roses. The old cow is in love with you!"

Annabel's heart sank down and down until it reached a well of bitterness in which it threatened to drown. This was the end, then, of all feminine philanthropic effort. The insane vanity of the male animal was such that no act of purely human kindness could escape misinterpretation. She resolved to leave reformation to the reformatories in future—at least till after she was sixty years of age. But all she vouchsafed her brother was an abrupt, "I don't believe it."

"Yes, you do. Go and ask him for your veil, then, and see what he says."

But this was a step that Annabel was loath to take. It might precipitate an avowal of the sort that she dreaded the most. The more prudent way she felt would be to forget his existence for a few weeks. A long anticipated trip to Muskoka gave her the opportunity she desired. On her return she greeted him with a chilly nod, which he acknowledged with a clumsy bow. Then he stood quietly awaiting the eager handshake and the interested queries regarding himself and his flowers which

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Municipal Reform

Second of Three Articles of Special Value to Good Citizens

By J. O. MILLER

ONE important reason for the inefficiency of our municipal government is the frequent change in the membership of our councils.

The business man best fitted to be of service to a city dreads the turmoil of annual elections. In fact, the game of civic politics, as at present played, has little to commend it to the type of men that every city would do well to call to its counsels. If our aldermen were elected for six years, as they are in Germany, and if they were relieved from all questions of patronage, and the necessity of securing special favours for their constituents, the very best citizens would be moved by patriotic considerations to give both time and personal effort to the bettering of social and material conditions, and to the increasing of prosperity and progress in their cities.

In the German cities councillors are elected for six years, and one-third of them retire biennially. There are no nominations, and the voting is open and not by ballot. An absolute majority is necessary to election. At least one-half of the councillors must be owners of real estate.

In the Prussian cities there is a curious method of electing councillors which seems foreign to our democratic ideas. It is called the three-class system of voting. According to this plan, the total amount of taxes levied is divided into three equal parts. The wealthy men, who pay one-third of the taxes, elect a third of the city council. The larger number, who pay the second third of the taxes, elect another third. The great mass of smaller taxpayers elect the remaining third of the council. In the city of Essen, the seat of the Krupp works, three voters elect the first third; four hundred voters elect the second third; while the last third is elected by about nineteen thousand voters. In Berlin, in 1903, the strength of the voting classes was as follows: Class I., 1857; Class II., 29,711; Class III., 317,537.

THIS system would probably not commend itself to Canadians. There is doubtless much to be said against it. But it has this merit. The weight of influence is placed in the hands of the wealthier citizens, who are naturally inclined to see that their money is prudently expended. The history of these Prussian cities amply bears this out, for it seems to be admitted on all sides that they offer to the whole world a model of wise and economical civic management.

The Canadian sojourner in Germany is somewhat surprised to find that the German municipal councils are composed of the very best citizens, a thing that can hardly be said of our own boards of aldermen. In the city council of Berlin there are about twenty lawyers and physicians, and twice

that number of men of means who are not in active business. The same thing may be said of Dresden, Frankfort, Munich, and other places. The visitor is told that German citizens look upon the call to civic service as a very high honour. He is impressed with the civic pride that he sees wherever he goes. There is a law that anyone who refuses to serve in the council after election shall pay a heavy fine, but one imagines that it is very rarely enforced. It must be said that the Germans have got hold of the idea of personal public service in municipal affairs in a perfectly astonishing way.

DOUBTLESS, the holding of office confers a certain amount of social prestige upon a German citizen, but this is not enough in itself to account for the sacrifice of private business interests involved in service of the city. Certainly, the office of councillor presents no attractions to the man who seeks the position for his personal advantage. He receives no salary; he has no patronage under his control; he cannot directly benefit his friends. He goes into the council, looking to long years of service, without reward other than what prestige it may bring, and chiefly from the sense of civic patriotism. In the city council of Berlin there are men who have served for over a quarter of a century.

In some of the larger German cities there are, in addition to the councillors elected by the people, citizen deputies, appointed by the council. These deputies are drawn from all ranks of the population and are appointed for a term of six years, without pay. They assist the magistrat and council in the management of departments calling for large numbers in their administration, and are an unique feature in civic government. In Berlin they number about one hundred, drawn into the service of the city for special purposes. One of these departments may be shortly described.

In Berlin perhaps the largest civic department is that concerned with the care of the poor. This branch of the public service is put in charge of a committee composed of members of the magistrat, the council, the body of citizen deputies, and a large number of private citizens called by the council to this special work. The committee is under the direct control of the magistrat. It supervises all charitable institutions, and directs the work of district sub-committees, who administer poor relief. For the actual work of poor relief, the city is divided into twenty-six sections. Each section is subdivided into districts, of which there

are about two hundred and fifty. Each district has its own small commission, drawn from the large central committee, with the addition of private citizens specially appointed. Every district is again subdivided into small sections, over each of which one member exercises personal supervision. Those who need relief are thus brought into personal touch with some one officially appointed, and yet not in the ordinary sense a civic official, or what we understand by the term, "poor-law officer." But the really remarkable feature of this system is that a German city should be able to draw into its service for the single department of the care of the poor, four thousand five hundred private citizens, all voluntary workers, animated by civic pride or philanthropic purpose.

The main problem for us in Canada is how to interest our best citizens in the affairs of city government, so that they will become willing to give time and personal effort for the general good, not spasmodically, but persistently, as one of the main duties of life, and as the hall-mark of good citizenship; a problem not easy, or capable of solution off-hand. The English cities which a century ago were badly and dishonestly governed have become models of municipal management through the slow arousing of the civic conscience. Those who imagine that government by commission will prove a panacea for all civic ills are probably doomed to disappointment. No single change of method will work the desired miracle. It must come through the education of the masses who hold the franchise, and the development of public opinion.

FROM what we know as to the form of municipal government in Germany, it will be seen that its great strength lies in its permanency. It is like a great business corporation, whose directors decide on all questions of policy and general guidance; whose general manager carries into effect the purpose and policy of the directors, and whose heads of departments have complete charge of all the details of operation. With a permanent mayor, and a permanent magistrat, and a council as nearly permanent as is possible under an elective system, the German city has an immense advantage over those less fortunately situated in these respects, in being able to decide on a line of policy that may take years to come to fruition. This is seen in all their plans regarding the laying out of their cities, and the public ownership of lands. Nothing is more surprising to the visitor to Germany than the immense tracts of land owned by the principal cities. Within the last ten years Frankfort has expended on the purchase of lands over \$50,000,000. There is no limit to the borrowing power of the