

CANADIAN MUNICIPAL JOURNAL

AND REVIEW OF CIVIC IMPROVEMENT

UNION OF CANADIAN MUNICIPALITIES

1921 Convention

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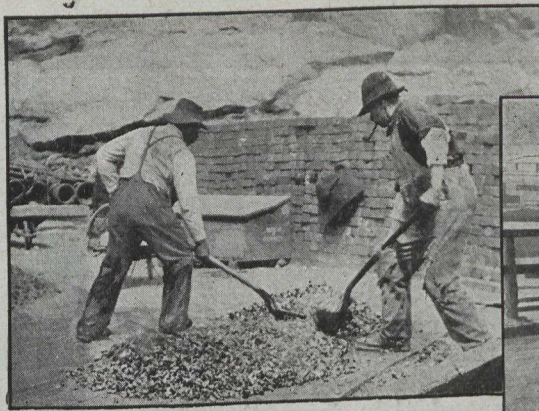
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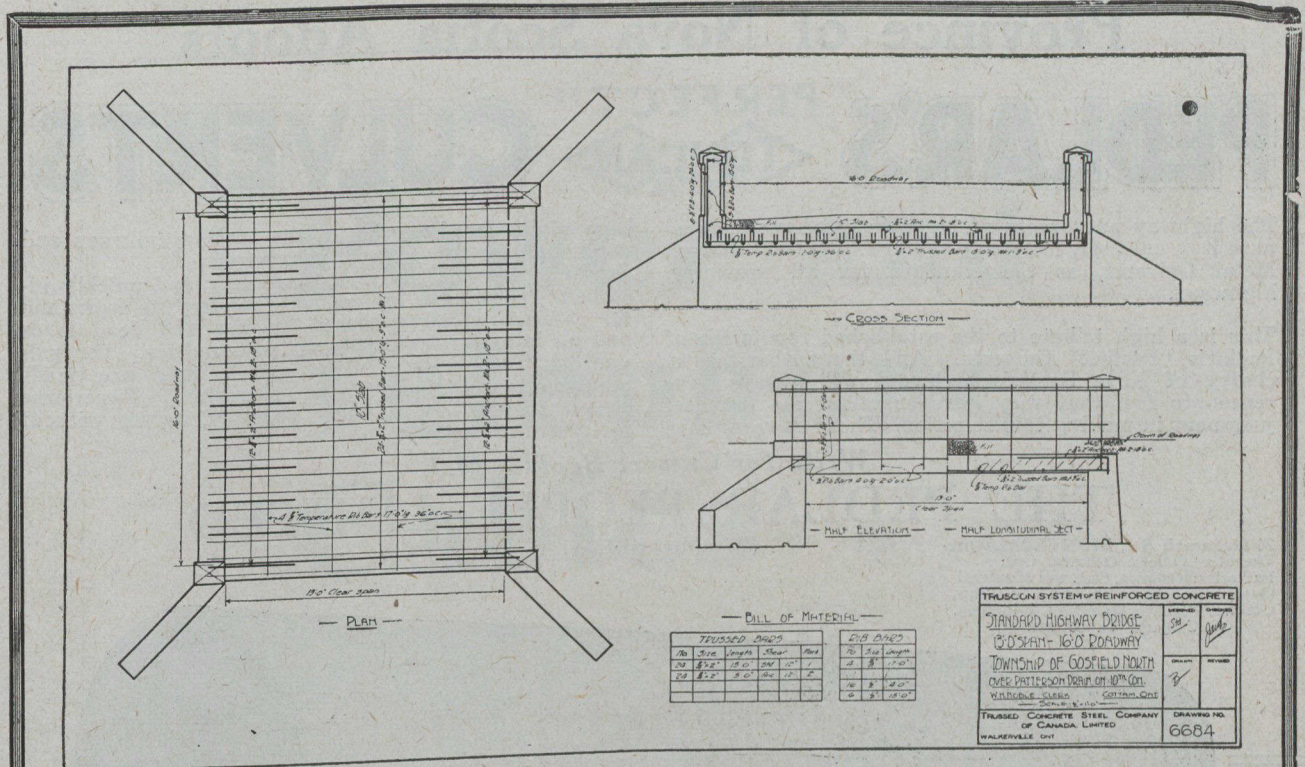
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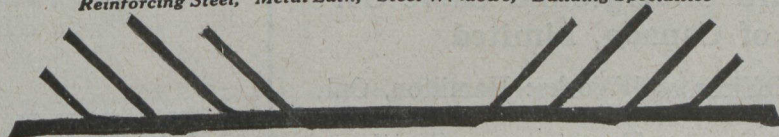
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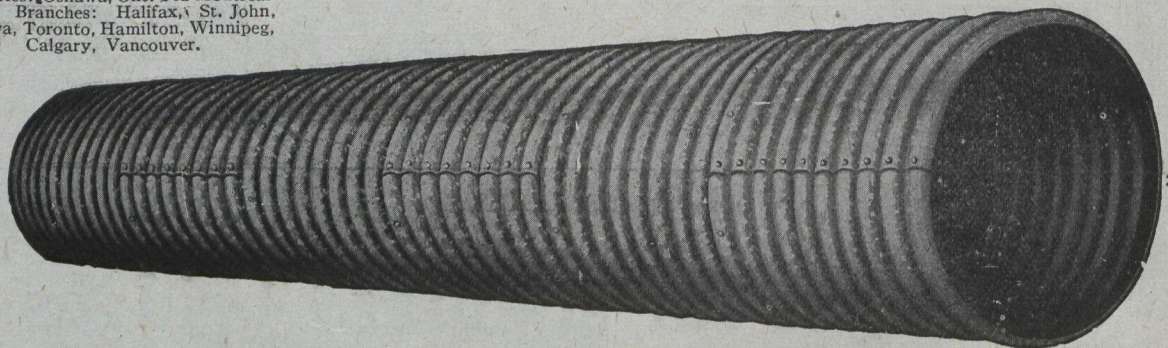
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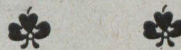
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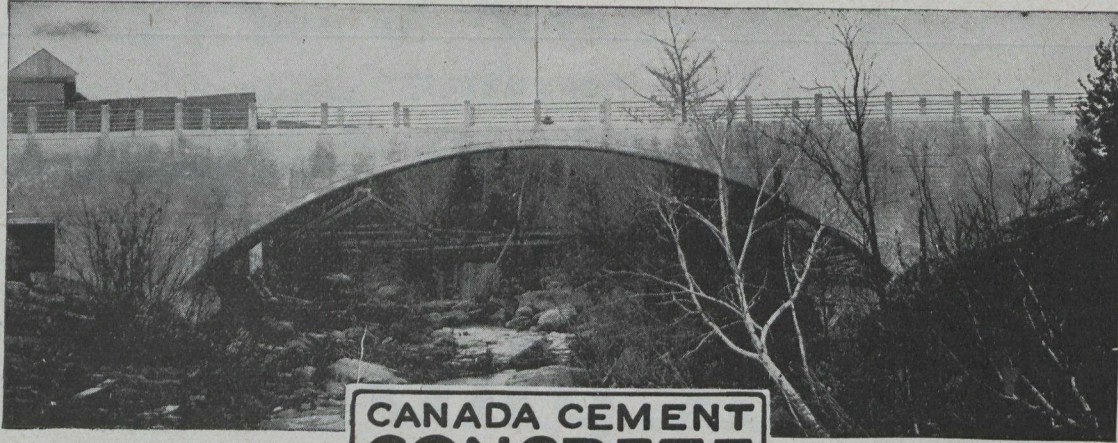
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FREDERICK WRIGHT, Editor

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VOL. XVII.

MONTREAL, OCTOBER, 1921

NO. 10

The whole of this issue is given to the
twenty-first Convention of the U. C. M.

Report of the Annual Convention of the Union of Canadian Municipalities held in Ottawa July 27, 28 and 29.

Our Twenty-First or Coming-of-Age Convention has come and gone, leaving many happy memories for those who were fortunate enough to be present and participate in the proceedings. Some of the impressions made will dwell long in the recollection of the delegates;—the wealth of welcome and entertainment extended by Ottawa; the clear, instructive and interesting addresses of the notable speakers who came before the Convention; the true brotherly spirit of Union which pervaded the discussions, emphasized not a little by the presence of friends from South Africa and the United States; and lastly the flow of after dinner wit and oratory at the close of the second day. All went to make a markedly successful Convention, and if there was any reason for regret it was that the unusually hot weather prevented a greater attendance.

Among those who registered were:—

Arthur Roberts, K.C., President, U.C.M., Bridgewater, N.S.
F. H. Plant, Mayor, Ottawa.
A. D. Shibley, Secretary-treasurer, U. C. M., Montreal.
John Balharrie, Controller, Ottawa.
J. A. Pinard, Alderman, Ottawa.
J. J. Slattery, Alderman, Ottawa.
Alex. Thurber, Mayor, Longueuil, P.Q.
H. H. McElroy, Alderman, Ottawa.
J. N. Bayne, Commissioner, Local Government Board, Regina, Sask.
S. Baker, City Clerk, London, Ont.
George Crawford, Mayor, Sarnia, Ont.
Charles T. Furse, Treasurer, Union of Quebec Municipalities, Montreal.
W. J. Sargent, Alderman, Victoria, B.C.
Dr. C. W. H. Rondeau, Acting Mayor, Westmount, Que.
John Gamble, Clerk and Treasurer, Westboro, Ont.
D. J. Riley, Mayor, Charlottetown, P.E.I.
C. W. McCrea, City Treasurer, Sault Ste. Marie, Ont.
Edward Parnell, Mayor, Winnipeg, Man.
W. B. Simpson, Alderman, Winnipeg, Man.
J. Cameron, Controller, Ottawa, Ont.
John P. Dixon, Alderman, Montreal.
J. A. Collier, Alderman, Quebec City.
W. D. L. Hardie, Mayor, Lethbridge, Alberta.
Robert Baird, Inspector of Municipalities, Victoria, B.C.
Fred. Cook, ex-Mayor of Ottawa and Past President, U.C.M.
C. A. M. Snowdon, Alderman, Ottawa.
J. U. Bolger, Alderman, New Liskeard, Ont.
G. H. A. Collins, Deputy Reeve, Eastview, Ont.

J. R. Munro, Bureau of Statistics, Ottawa.
Chas. G. Pepper, Alderman, Ottawa, Ont.
D. H. Macdonald, Alderman, Ottawa, Ont.
J. A. Dufresne, Mayor, Shawinigan Falls, Que.
J. Henri Valiquette, City Manager, Shawinigan Falls, Que.
O. J. Meunier, Secretary-Treasurer, Shawinigan Falls, Que.
J. A. Lalonde, Mayor, Grand Mere, Que.
T. E. Simpson, ex-Mayor, Sault Ste. Marie, Ont.
James Nebbs, Mayor, Point Claire, Que.
J. P. Logan, City Clerk, Bloemfontein, South Africa.
W. D. Lighthall, K.C., Montreal.
H. W. Dodds, Secretary, National Municipal League of the United States, New York.
Clinton Rogers Woodruff, President, Civil Service Commission, Philadelphia, Pa.
David T. Kyle, Alderman, Longueuil, Que.
T. D. Bouchard, Mayor, Ste. Hyacinthe, P.Q.
Nap. Garceau, Mayor, Drummondville, Que.
J. R. Bonnet, City Clerk, Longueuil, Que.
Robert L. Scott, Alderman, Westmount, Que.
F. B. Proctor, City Solicitor, Ottawa, Ont.
W. E. Ranger, Mayor, Lachine, Que.
J. Rouleau, Alderman, Lachine, Que.
A. E. S. Bournet, Alderman, Lachine, P.Q.
Henri Renaud, City Engineer, Lachine, Que.
W. D. Lowe, Alderman, Ottawa, Ont.
Chas. A. Hodgetts, M.D., Ottawa, Ont.
K. R. Carruthers, Secretary, Publicity Bureau, Ottawa, Ont.
Joseph Samson, Mayor, Quebec City.
A. L. Robertson, Alderman, Westmount, Que.
A. Messervey, Clerk of Works, Halifax, N.S.
D. O. E. Denault, Mayor, Sherbrooke, Que.
S. E. Charlton, M.D., Mayor, Galt, Ont.
Thos. Boyd, Alderman, Winnipeg, Man.
Horace L. Brittain, Director, Bureau of Municipal Research, Toronto.
A. E. Skinner, Alderman, Sherbrooke, Que.
George S. Buck, Mayor, Buffalo, N.Y.
Harold Fisher, ex-President, U. C. M., Ottawa.
S. Rupert Broadfoot, Alderman, Ottawa.
James R. Beatty, City Clerk, St. Lambert, Que.
J. H. Leclair, Mayor, Verdun, Que.
G. A. Burgess, Mayor, Carleton Place, Ont.
Frederick Wright, Editor, Canadian Municipal Journal, Montreal.
W. E. Storey, Reeve, Kemptonville, Ont.

U. C. M. CONVENTION (Continued).

Opening Session

Wednesday, 27th July, 1921, 11 a.m.

THE PRESIDENT: Ladies and Gentlemen,—It is very kind indeed, of you, to give me a welcome, and we will now proceed. We are meeting under very happy circumstances with a warm welcome from the city of Ottawa. The particular duty and responsibility of properly expressing that fact will be left to another member who is appointed for that purpose. I mention it now because I have to inform you that our very genial friend, Mayor Plant, has been good enough to come here to express that welcome.

MAYOR PLANT: Mr. President, Ladies and Gentlemen,—The city of Ottawa extends to you to-day a most hearty and cordial welcome. Reckoned in the years of man, the Union of Canadian Municipalities is now entering upon its majority, or manhood estate. Many of you gentlemen here have been connected with this Union longer than I have, and have borne greater responsibilities in the battles for civic rights than I have. There are important matters to be dealt with; there always will be as long as there are municipalities; and these will require the best efforts of all men in municipal life. The Union of Canadian Municipalities found its birth in the fertile mind and the public-spirited brain of our good friend Mr. W. D. Lighthall, who has served this Union so well for years. Mr. Lighthall is not with us this morning, but I am pleased to know that he will be with us this afternoon and will continue here during the convention. There are very few, if any, of those who first attended the convention in 1901 in Toronto, who are still in public life. That there was a need of a Union of this kind I believe cannot be denied by anybody. Canada, reaching toward her boundless natural resources, was inclined to complacently see things gobbled up by private corporations, or selfish individuals. Too often did the unscrupulous use of money or the play of politics see the municipal rights alienated by private corporations; but thanks to a public-spirited and an honest press and a better stamp of men in public life, it is very hard to do a wrong to-day to the common people. The Union of Canadian Municipalities has played a very important part. It has been as a watch-dog in the larger sense of the word. It has endeavored to see that municipal rights have not been encroached upon and to fight those who would violate these rights. We in Ottawa have done our part in support of this Union. Being the capital of the Dominion and the seat of Parliament, we have been, perhaps, more fortunate in being in closer touch with these matters than have other municipalities. Parliamentarians are to be told the way in which we want them to tread; and it is for this Union, when municipal rights are being encroached upon, to show to parliamentarians the path of duty.

We have arranged a splendid and a strong programme; and, personally, I want to thank these gentlemen who have, at personal sacrifice and inconvenience, come here to give us of their ideas, their experience, and their observations. We hope that all of you will be able to enjoy the entertainment which has been arranged for you by the committee. I am particularly pleased to know that there are some ladies present. There are not very many here at the present time; but I understand that more have registered and more will register. The time has passed when the ladies can be crowded out of municipal politics. We owe much to the ladies, both directly and indirectly. As may of the city of Ottawa, I want to extend to you all the most cordial and hearty reception and welcome to Ottawa. I want you to take any license which you may choose of our unrivalled administration, our splendid streets, our beautiful parks; and everything that goes to make this city the finest city on the map. We give you this entertainment with a full heart; and I can assure you it is sincere. In conclusion, I want to assure you Mr. President and Gentlemen, that Ottawa will only be too pleased at any time to give you her advice in anything which may be in the interest of municipal advancement.

THE PRESIDENT:—Mr. Mayor, we are all very much indebted to you for your very kind words. Mayor Hardie, of Lethbridge, will express the sentiments of the convention more fully.

MAYOR HARDIE (Lethbridge, Alta.): Mr. President, Mayor Plant, Ladies and Gentlemen,—It is indeed a very pleasant duty for me to reply to the address of the worthy mayor of Ottawa. No gentleman has, in my estimation, so

much to be proud of as he has to be able to take the high position of mayor of a city like this we are in to-day. You know I am from that land that was once the great lone land. I went to that country when land was selling for fifty cents an acre and whiskey for fifty cents a drink, and we all took a drink. But things are changing very rapidly, and we are getting into a different status; and we frequently come down here to see whether we can learn something that will help us. We are very candid in confessing that we have learned lots; but we think that all new countries can teach as well as they can learn. I think if some of you would come out our way and see what we are doing, you would appreciate as much what you will learn there as we appreciate what we learn here. Every time I have come to the city of Ottawa—and I have been coming backward and forward to this convention for the last eight years—I have learned something new; I have seen something that I did not see before; I have seen something which was beneficial to me; and I always hope that I will bring something with me which will be beneficial to you from the western country.

We have different conditions altogether from yours in the east. We are pioneers in a great, vast country. We live where the sun kisses the land of the prairie by the lowering of the great horizon. You stand on the brow of a hill and look far, far, and still have seen nothing of it but the broad expanse of the heavens above and the land at your feet. All these things exert an influence upon us and make us think that we, possibly, are the only people in the world. When we come down here we realize that there are other people who have viewpoints as well as we; and we must see each other and know each other and we must know what each other's viewpoint is. The west has not fully grasped that viewpoint. I think the western members here to-day are in harmony in their desire to get into closer touch with the east so that we will work with that unity which will bring great success to this Union. This Union has never filled the purpose it ought to have filled. There has been a certain amount of apathy, I think we should get together and realize each other's positions; and if we work together, this should be the greatest parliament in Canada to-day. Instead of having a membership of one hundred people or two hundred people, I believe there should be a thousand at every convention; and if we had that kind of prestige there would be nothing we could desire which is necessary for the province or the city that we could not get from our parliamentarians if we were in such numbers and strength at our regular conventions. Now, I want to say again to Mayor Plant that we appreciate the courtesy that he has extended to us. We know the kindness of the people of Ottawa. We have had it before. We have been here on different occasions, probably not altogether in convention, but in other connections and we have always found the people of Ottawa and the civic governors generous in giving us the best possible, and encouraging us to come again.

MAYOR THURBER (Longueuil):—Mr. Chairman, the next number on the programme is your address, and I would ask that this address be held over until there is a large representation. Say until to-morrow.

THE PRESIDENT:—Mayor Thurber has paid me the compliment at any rate to intimate that he expects something from the address. Perhaps it is desirable. They say that a man is not worthy of his office unless he magnifies it, and, perhaps, the President has something to offer from his experience, and perhaps it is worth while to give it to the delegates. However, this matter will stand for the present.

(Motion to defer reading of president's address seconded by Ald. Rondeau. Carried.)

The secretary-treasurer, A. D. Shibley, submitted the financial statement for the period of eleven months ending 30th July, 1921.

CASH STATEMENT

Receipts

Balance from Assistant Secretary.....	\$ 715.61
G. S. Wilson, balance expense.....	73.03
G. S. Wilson, account advertising.....	75.00
Annual subscriptions	5,590.15

\$6,453.79

U. C. M. CONVENTION (Continued).

Expenditure.

Asst. Secretary, retiring bonus.....	\$ 500.00
G. S. Wilson, acct. advertising.....	75.00
Canadian Municipal Journal.....	300.00
Office equipment.....	208.55
Printing and stationery.....	463.93
Postage and Telegrams.....	97.64
Parliamentary agent.....	200.00
Secretary-treasurer.....	2,291.67
Bank collection charges.....	5.40
Advertising.....	48.50
Travelling expenses.....	325.00
Reporter, 1920 Convention.....	30.00
Balance, Molsons Bank.....	1,908.10
	\$6,453.79

Examined and verified,
Montreal, 20th July, 1921.

(Signed), A. E. McKENNA,
Accountant.

(Moved by Mayor Riley, seconded by Ald. Snowdon, that the report be adopted. Carried).

Report of Parliamentary Agent.

To the Union of Canadian Municipalities.

Gentlemen:—

I have the honor to submit my report as Ottawa representative of the Union for the six months ending 30th of June, 1921.

Immediately after receiving notification from Mr. Shibley that I should again assume the duties of the office I investigated the conditions of Private Bill applications then before Parliament with a view to notification being sent to the Municipalities interested.

Railway applications, which naturally fell off during the Great War, are beginning to increase, although the majority of the 21 requests of railway and Bridge companies, before Parliament last session, were for renewals of charters. A few confirmed existing agreements. As a matter of fact there were only two new incorporations.

In the sections of Canada covered by the proposed undertakings, irrespective of the fact whether the municipalities affected were members of the Union or not, in accordance with the fixed policy of the Union, attention was drawn by the secretary to the contemplated legislation, and when requested, the influence of the Union was exercised on the municipalities' behalf. This is a feature of the work of the Union which should not be overlooked.

Take, for instance, the franchise of the Western Dominion Railway Company originally granted in 1912. No work has been done on the proposed railway which was authorized to commence at the international boundary and run through Cardston, Pincher Creek, Calgary, Edmonton and to Fort St. John, B.C. The city of Calgary, as soon as it received Mr. Shibley's notice, asked the Union to oppose an extension of time upon the ground that, if granted, it might prevent other applicants from securing incorporation, and proceeding with the enterprise. The two members for the constituency of Calgary, Major Redman, M.P., and Mr. Tweedie, M.P., were also communicated with and took an active part in the discussion upon the bill before the Railway Committee. As a result of their representations an extension of time was granted for one year only. If the Union can be successful in all applications of a similar nature, restricting extensions of railway charters to one year, it means that the objection of city corporations like that of Calgary will be met to a great extent, while on the other hand the revenue of the country will be augmented, as it costs, exclusive of legal charges from \$250 to \$350 to make an application to Parliament for private bill legislation.

Incorporation was granted to the Canadian Transit Company to build a traffic bridge across the Detroit River from the city of Windsor to some point in the State of Michigan. Evidence was forthcoming of the bonafides of the applicants. The construction of the bridge will greatly facilitate traffic between the United States and Canada at the points named.

A strenuous fight took place in the Railway Committees of both Houses on the application for the incorporation of La Compagnie de Telephone Quebec Union Electrique. The object of the bill, it was stated, was to amalgamate over 100 rural telephone companies located in the counties of Beauce, Lotbiniere, Montmagny and Dorchester, and it was proposed to give the company jurisdiction not only over the whole Province of Quebec, but also the Provinces of New Brunswick and Nova Scotia. The measure was strongly opposed by Mr. Verville, M.P., on behalf of the Administrative Commission of Montreal, on the ground that a dual telephone system would prove a great embarrassment and nuisance to Montreal citizens. As a result the promoters offered to exclude the Island of Montreal from the operation of the bill. This satisfied the commercial metropolis only. Opposition further developed from the Nationale Telephone Company of Quebec, which is also an amalgamation of rural telephone companies. The Nationale Company insisted that the proper course for the applicants was to seek incorporation from the Provincial Legislature of Quebec, so that the Company would be subject to the Provincial Public Service Commission, as is the Nationale Company. After several hearings the preamble of the bill was adopted by the Railway Committee of the House of Commons by the narrow majority of two, but was finally rejected by the Senate Railway Committee. The Union of Quebec Municipalities took an active part in opposition to this measure, and expressed its gratitude to the U. C. M. for calling its attention to the application.

An outstanding feature of the work of the Union last session was the consolidation of municipal interests in opposition to the Bill respecting the Vancouver, Fraser Valley and Southern Railway. The company is a subsidiary of the British Columbia Electric Railway, which is not federally incorporated. By means of the Dominion charter of the Vancouver, Fraser Valley and Southern Railway Company it was sought to incorporate all the interests and properties of the British Columbia Electric Railway Company, the Vancouver Power Company, the Vancouver Island Power Company, the Eurrard Company Limited, the Western Power Company of Canada, Limited, into one company under the existing federal charter, the result of which would have been to remove these companies from provincial control.

In this connection it may be mentioned that the British Columbia Electric Company, a few months ago, made application to the Board of Railway Commissioners for permission to increase its rates on the V. F. V. and S. line, but by reason of the fact that the controlling company, the British Columbia Electric, was not federally incorporated, and there being a doubt, in consequence, as to the jurisdiction of the Dominion Railway Commissioners, the Board submitted a stated case to the Supreme Court of Canada. The Supreme Court has not yet given its opinion. Meanwhile, all the British Columbia Municipalities likely to be affected by the bill were advised as to its dangerous character. Mr. Shibley called the attention of twenty leading cities of Canada to the proposed invasion of municipal rights, and these corporations promptly came to the assistance of the Municipalities on the Pacific Coast. Many communications in opposition to the bill, as a result, reached the chairman of the Railway Committee. The Provincial Government of British Columbia also co-operated in opposing the legislation.

Mr. F. A. McDiarmid, parliamentary agent of the Union of British Columbia Municipalities, carefully considered the situation and notified his principals of the great danger involved in the application. A Dominion charter, he stated, might render it more difficult for the municipalities to protect the right of control of their streets and highways. A further difficulty presented itself, viz., that if the fixing of fares was left to the Dominion Board of Railway Commissioners the municipalities might be placed in the position of having to repeatedly contest changes in rates. Mr. McDiarmid insisted that this was a matter more for determination locally than at Ottawa. So strenuous was the opposition to the proposed Bill that the company's representative deemed it inadvisable to proceed with the legislation, and that on the contrary it would be in the interests of the company to negotiate directly with the municipalities affected. Accordingly, the measure was withdrawn. The prompt and vigorous action of the Union on this application met with the warm approval of the Federal members interested, and Mr. McQuarrie, M.P., personally attended the meeting of the Executive at Ottawa to express the thanks of the Municipality of New Westminster for the energetic work of the Union. There is no question but that the opposition of the Union was a material factor in the withdrawal of the bill.

U. C. M. CONVENTION (Continued).

Early in March application was filed by the British Columbia Company for an increase in rates amounting to about 15 per cent. on a certain portion of its business as carried on at the exchanges particularly mentioned in the application. No fewer than 40 Municipalities in the Pacific Province were interested. These were advised by Mr. Shibley of the action taken by the Union in the Bell Telephone case.

The case was heard at Vancouver in the month of April last, when the Company was represented by Mr. L. G. McPhillips, K.C., the City of Vancouver by Mr. George E. McCrossan, K.C., the Union of British Columbia Municipalities by Mr. H. A. McDiarmid, the City of New Westminster by Mr. E. G. Martin, the City of Victoria by Mr. H. S. Pringle, and the Municipality of South Vancouver by Mr. G. G. McGeer. At the Ottawa sittings on May 18th the same counsel appeared excepting that the Honorable J. B. M. Baxter, K.C., represented the Company and Mr. W. G. McQuarrie, K.C., M.P., appeared for the City of New Westminster. The decision of the Board upon the application has yet to be announced.

(Note.—The judgment of the Board was promulgated at the time the 21st Annual Meeting of the Union was in session at Ottawa, and immediately communicated by Mr. Shibley to the British Columbia Municipalities. In effect the Board's decision allows an increase of 10 per cent. in their rates for the exchanges and services set forth in the application. The company is to make monthly statements, and if, upon examination after the expiration of six months, the 10 per cent. increase is found excessive, a readjustment is to be made. Mr. McQuarrie, K.C., M.P., succeeded in obtaining a reduction in the "call" rate between New Westminster and Vancouver from 12 per cent. to 10 per cent.)

The attention of the various municipalities interested was called by the secretary to bills respecting the following:—

- Maritime Coal, Railway and Power Company, Limited.
- Montreal Central Terminal Company.
- Quebec, Montreal and Southern Railway Company.
- The London and Lake Erie Railway and Transportation Company.
- The Calgary and Fernie Railway Company.
- The Canadian Western Railway Company.
- The High River, Saskatchewan and Hudson Bay Railway Company.

In conclusion I desire to express to the Union the great pleasure it has afforded me to work with Mr. Shibley. All suggestions looking towards the furtherance of the interests of the Union have been promptly acted upon by him. May I be permitted to say that in the present Secretary-Treasurer of the Union I feel we have the right man in the right place.

Respectfully submitted,

FRED COOK.

Ottawa, July 27th, 1921.

THE PRESIDENT: We are much indebted to Mr. Cook for the work he has done for the Union and for his excellent report. Mr. Cook is a past president of the Union. I think he was the third president when Mayor of Ottawa, and ever since that time he has been a very strong friend of the Union and a strong supporter. He has done very good work indeed as parliamentary agent at Ottawa. It requires painstaking work, and Mr. Cook has always faithfully performed it, and he is blessed with the temperament which admirably fits him for it. The very fact that some members of Parliament came before the committee and personally thanked him for what the Union had done in behalf of their constituencies is, itself, an undeniable indication that we have been able to do work of value.

MAYOR THURBER:—I would move that the report of Mr. Cook be received and incorporated in the minutes of this Union.

MR. J. N. BAYNE:—I beg to second the motion. It has given the delegates here a new impetus to know and to meet Mr. Cook, and to know that his work has been aggressive. He has been vigilant in watching measures proposed to be passed at the capital city. It was new to me as it was to many of you, no doubt, that so many measures affected the west. I might say that the other western delegates will agree

with me that his activities in watching Canada-wide legislation in regard to these bills which affected particularly British Columbia is only one other good reason why this Union of Canadian Municipalities should embrace all the municipalities of Canada. Mr. Cook's very splendid report is an argument, indeed, why the nine provinces should be united in this particular organization.

THE PRESIDENT:—I beg to present the appreciation of the delegates present to Mr. Cook for his admirable work and report and, as it is not going to a committee, I would like to make the remark that in future Mr. Cook attend the convention and give the delegates the opportunity of personal contact with him to enable them to appreciate the good work which he has done.

Report of Executive Committee

To the President and Members of the Union of Canadian Municipalities.

Gentlemen:—

On behalf of the Executive Committee I beg to report as follows for the year commencing 29th July, 1920.

The date mentioned is that of my appointment as Secretary-Treasurer, an honor which I highly appreciate and the responsibilities of which I have not failed to realize. Fortunately I have had the advantage of almost constant communication with our President with words of friendly advice from him and also from the other members of the Executive among whom I should mention our Past President, ex-Mayor, Alderman Dr. Rondeau, ex-Mayor Lighthall, Mr. McCrea and Mayor Thurber.

The work of taking over my duties was much lightened by the kindly assistance of Mr. Lighthall and Mr. G. S. Wilson who transmitted to me the records and correspondence of the Union and gave invaluable aid in making a start.

The Bell Telephone Case

It was fortunate that this was so for we were called upon, almost at once, to tackle what eventually became our most serious problem, namely the opposition to the application of the Bell Telephone Company of Canada for power to increase rates on all telephone traffic on its lines in Ontario and Quebec and to introduce a system of measured rates in the cities of Montreal, Toronto, Ottawa, Hamilton, Quebec, London and Windsor. The rates applied for by the Company were said to be sufficient to produce an additional four and one-half million dollars from the telephone users, but it was learned from independent sources that the measured rate alone would probably tax the people to the extent of ten millions. Naturally this was resisted to the utmost. The President authorized a general meeting of representatives of all cities and towns affected and this meeting was held in Montreal on the 25th August, 1920. A special committee of defence was appointed consisting of Mr. E. R. Decary, Chairman of the Administrative Commission of Montreal, Chairman; Mr. F. B. Proctor, City Solicitor, Ottawa; Mayor Samson, of Quebec; Ald. F. E. Harley, London; Mr. C. R. Widdifield, City Solicitor, Peterboro. Ensuing proceedings involved more than five months of continuous work for this Committee and the technical, legal and financial experts whom they appointed to examine the question on behalf of the Union. To your Secretary-Treasurer fell the duty of collecting the sinews of war from the 68 cities and towns which combined under Union leadership. The total cost of the defence was upwards of \$14,000. The result realized the highest expectations of our Union leaders. The decision rendered by the Board of Railway Commissioners granted the main points for which our staff had contended,—the measured rate was refused and the total increase awarded was less than half of that claimed and only slightly more than the amount conceded by our experts as fair and just. This increase will be derived from sources which do not seriously affect the cities associated with us.

It was a matter for regret in this case that Hamilton and Toronto and some other of the principal cities concerned, decided to fight the matter out separately. It was considered that in doing so they lost the advantage of association with the complete and impressive case presented by the Union. Another illustration of the old motto "L'Union fait la force."

As the judgment laid some stress upon the temporary nature of the increase awarded, your executive has directed

U. C. M. CONVENTION (Continued).

the secretary-treasurer to raise the question again when general conditions justify a reasonable reduction in telephone tolls in the Provinces mentioned.

Publicity and Membership

During the year frequent circulars have been sent the municipalities considered to be of such importance as to warrant their membership in the Union, pointing out the advantages to be derived from association with us and to ascertain the nature of their problems. In many cases we have been of service in procuring and communicating information not readily available to the average town. There are about 450 municipalities of Union size in our Dominion and naturally the enquiries and questions which reach your secretary are quite diversified. It is a pleasure to deal with them and to have the satisfaction of rendering assistance whenever possible.

President Roberts has taken a keen personal interest in all that makes for the growth of the Union and the ideas which it represents. He has been in constant touch with leading cities which are non-members with the view of arousing their interest and creating confidence in the Union. Results from this useful work cannot fail of early materialization. In this connection it may be said that your executive has urged the president to make a tour of the west with the object of advancing the interests of the Union. Owing to pressure of professional work, he has been unable to do so during the past year but has intimated that he may be able to in the near future.

For the year now ending there are 80 member cities, as follows:—

- | | |
|-----------------------|--------------------------------------|
| Brandon, Man. | Oshawa, Ont. |
| Burnaby, B.C. | Ottawa, Ont. |
| Charlottetown, P.E.I. | Paris, Ont. |
| Campbellford, Ont. | Pembroke, Ont. |
| Cobalt, Ont. | Peterborough, Ont. |
| Collingwood, Ont. | Point Grey, B.C. |
| Deseronto, Ont. | Port Colborne, Ont. |
| Drummondville, Ont. | Port Moody, B.C. |
| Dundas, Ont. | Portage La Prairie, Man. |
| Eastview, Ont. | Prince George, B.C. |
| Edmunston, N.B. | Prince Rupert, B.C. |
| Enderby, B. C. | Pointe Claire, P.Q. |
| Ford City, Ont. | Quebec, P.Q. |
| Fort William, Ont. | Revelstoke, B.C. |
| Galt, Ont. | Sarnia, Ont. |
| Goderich, Ont. | Sault Ste. Marie, Ont. |
| Grand Mere, P.Q. | Shawinigan Falls, P.Q. |
| Halifax, N.S. | Sherbrooke, Ont. |
| Hawkesbury, Ont. | Simcoe, Ont. |
| Iroquois Falls, Ont. | St. Anne de Bellevue, P.Q. |
| Kentville, N.S. | St. Boniface, Man. |
| Lachine, P.Q. | St. Hyacinthe, P.Q. |
| Laprairie, P.Q. | St. Jerome, P.Q. |
| Leamington, Ont. | St. John, N.B. |
| Lethbridge, Alta. | St. Johns, P..Q. |
| Longueuil, P.Q. | St. Lambert, P.Q. |
| Megantic, P.Q. | St. Catharines, Ont. |
| Melville, Sask. | Summerside, P.E.I. |
| Montreal, P.Q. | Truro, N.S. |
| Montreal North, P.Q. | Three Rivers, P.Q. |
| Montreal South, P.Q. | Trail, B.C. |
| Montreal West, P.Q. | Vernon, B.C. |
| New Liskeard, Ont. | Victoria, B.C. |
| Nanaimo, B.C. | Walkerville, Ont. |
| Niagara Falls, Ont. | Waterford, Ont. |
| New Westminster, B.C. | Weston, Ont. |
| North Cowichan, B.C. | Westmount, P.Q. |
| Outremont, P.Q. | Whitby, Ont. |
| North Vancouver, B.C. | Winnipeg, Man. |
| | Union of Manitoba Municipalities. |
| | Union of Nova Scotia Municipalities. |

Legislation

During the past session of Parliament numerous bills were submitted which, in the opinion of your executive, were antagonistic to certain of the municipalities of the country. These were dealt with as mentioned in the report of the Parliamentary agent. In this connection it may be mentioned that no steps are taken without due consideration of the views of all concerned. The usual procedure is to communicate with the municipalities affected by any bill which is thought to be dangerous. Their views having been obtained by the secretary-treasurer and the president and members of the executive having been consulted, the joint decision is acted upon in the proper quarter.

Action Reported

Decisions reached by the Union at its last Convention in the form of resolutions then adopted have been communicated to the proper departments of the Governments concerned or to the individuals mentioned in the instructions contained in such resolutions.

Complying with instructions of the Convention last year illuminated addresses have been prepared and will be presented to Messrs. W. D. Lighthall, K.C., former Honorary Secretary and G. S. Wilson, former Assistant Secretary testifying to their unfailing and effective work on behalf of our Union.

Suggestions

Your Executive desires at this meeting to obtain the suggestions of each delegate present as to any new step which may be taken to add to or improve the service which we desire to give to our member municipalities. Provision for recording such suggestions will be made so that the incoming executive may be in a position to act promptly in carrying into effect any new idea which may be practical and will make for the strengthening of our organization.

Executive Meeting

A meeting of your executive was held at Ottawa on the 14th April, 1921. There were present Arthur Roberts, K.C., President, ex-Mayor W. D. Lighthall, K.C., Ald. J. P. Dixon, Montreal; C. W. McCrear, Treasurer, Sault Ste. Marie; Mayor Campbell, Summerside, P.E.I.; ex-Mayor Fisher, Ottawa; Ald. C. W. H. Rondeau, Mayor Bouchard, St. Hyacinthe; Mayor Plant, Ottawa; ex-Mayor Cook, Ottawa; Ald. Bedard, Quebec, and A. D. Shibley, Secretary-Treasurer.

By the courtesy of Mayor Plant we were provided with meeting quarters in the City Hall and enjoyed a luncheon with the Mayor and Controllers later on. Among other important matters taken up may be mentioned: (1) The appointment of a committee to draft a new constitution which is now submitted; (2) Consideration of memoranda dealing with the following matters, viz., The Federal Housing Act, Highway Improvement and Restriction of Immigration; (3) Appointment of a deputation to wait upon the Commissioner of Highways, consisting of the President, ex-Mayor Fisher and Mayor Campbell with the object of urging the claim of Summerside, P.E.I., to financial aid in building a highway through the town; (4) Re-affirming a former decision of the Union in favor of The Last Post Fund which has for its object the provision of decent burial for ex-service men who die in destitute circumstances; (5) Decision to hold the present Convention in Ottawa.

During this meeting of the executive our efforts were very happily acknowledged by Mr. W. G. McQuarrie, M.P., personally, on behalf of the British Columbia municipalities to whom the Union had rendered assistance in opposing certain objectionable bills presented to Parliament for adoption.

Executive Changes

During the year Controller Ramsden of Toronto retired from the office of Second Vice-President and Reeve Pearson of Point Grey as Third Vice-President. The latter is replaced by Mayor C. F. McHardy of Nelson, B.C.

1921 Convention

Realizing the importance of this occasion, your executive has been at some pains to provide subjects of interest for your consideration and wishes to express its indebtedness to the eminent speakers who have so graciously consented to elucidate them.

A. D. SHIBLEY,
Secretary-Treasurer.

U. C. M. CONVENTION (Continued).

THE PRESIDENT:—We should like to hear any suggestions, with reference to the work of the Union. That we improve from year to year is very important, and it is a good field for the expression of opinion. We would be glad to hear from gentlemen who are here from widely separated points.

ALD. RONDEAU (Westmount):—I would be glad to move the adoption of this report, and, at the same time, state that I was situated in the same city as Mr. Shibley and it was a surprise to me to see the amount of work he had to do during the past year. Mr. Shibley has not left anything undone that I can see. I do not think the members realize the amount of work there was in that fight with the Bell Telephone. I am sure, as Mr. Cook has stated, we have the right man in the right place.

ALD. SARGENT (Victoria, B.C.):—I second the resolution, and I would ask that a copy of the report be officially sent to each municipal member of this Union. I am particularly impressed this morning with the contents of this report and the amount of work which is indicated in the report as being done by the executive. It will show every municipality receiving the report that the Union is an active one indeed.

THE PRESIDENT:—I would like to hear more upon that matter of the report being sent to the different members. I would make the suggestion that as soon as our finances enable us there should be a proper report following each convention of all the proceedings of the convention. The report published in the Canadian Municipal Journal is well enough in its way; but is not as valuable as a report, published in book form, and sent officially to the members of the union and to every municipality in Canada. Those who are not members are, perhaps, more in need of it than those who are members.

A New Constitution

THE PRESIDENT:—At the executive meeting in April, the secretary and myself were appointed as a committee to prepare a draft for a new constitution. Unfortunately, in the past there has not been a proper minute book kept or any record where we could, without trouble, find what had been done in past conventions. At different conventions amendments had been made; but ten years ago I think the constitution was passed upon by the convention, and it was somewhat difficult to find the terms of the constitution. In preparing the draft Mr. Shibley and I did not consider it advisable to make any drastic changes. We have rather put into better shape the original constitution, with one or two changes or additions and left it to the committee to which it would be referred, to more fully consider any proposed changes or alterations which any delegate may see fit to propose; and we purposely left the matter open in that way as it has been a matter of some debate in the past that everybody should have an opportunity of presenting his own views upon this question to the committee or to the convention. This is a little shorter than the old constitution, but it contains all that was in the old constitution and a little more. The old constitution had a long way of expressing one idea. It was rather hard to understand. This is more concise. One suggestion made, which is a somewhat serious matter for the committee to consider is the name. We have frequently had suggestions that there should be a change in the name; that the name is too long; and the secretary also tells me that some confusion exists in getting mail matter and otherwise owing to the fact that the provincial unions are also called the Union of Municipalities—Provincial and Canadian. In the United States it is called the National Municipal League. In Canada it might be called the National Civic League of Canada, or something like that. It is, of course, an important matter. The Union, as it is now named, has a history of twenty years, and we do not want to change the name unless you think it is of advantage to do so.

We are anxious to have the rural municipalities in our membership, and it is only possible by making the fee nominal. It is considered important that we should have provincial unions as members even if they pay no fee at all. It pay. We thought it was better to leave it in that way so that the provincial unions could make the contribution they is a somewhat difficult matter to suggest what fee they shall see fit to make.

We suggest that you refer this draft constitution to a committee, and we have to suggest the names of Mr. Harold Fisher as chairman; Mayor Parnell.—Adopted.

MAYOR PARNELL:—I might say that possibly some eighteen or nineteen years ago I had the honor of representing the City of London at one of these gatherings in the early history of the Union. Representing as Alderman Simpson and myself do, the city of Winnipeg, who have not been members of the organization for a long period, we feel very strongly that if we are going to continue—and we want to continue—we want to see a live institution taken part in by practically all the municipalities of our country, and one that will have an affect upon, not only the municipal, but the political ideals that will create a force that cannot be withstood. That is my view of the situation as I see it to-day. We are trying to get back to normal conditions. We, in Canada, say the municipal life of our country touches the hearts and lives and pockets of the people as no other part of our governmental body does. We, to-day, are occupied as municipal legislators, a position which, if we carry it to its logical conclusion, would have most beneficial results upon our country at this critical time. I say that the time has arrived when, in considering this constitution, it should be made broad enough and liberal enough to bring together every municipality in this country into one concrete whole with the determination to make a power for good for the elevation of our people.

We have no right to find fault. We have not taken a part in the work that has been going on; therefore, we should not be critical. I look upon it this way. If you give me a pure municipal life, I will give you a pure federal life just as if you have a pure home life you get a pure social life and develop men to fill the public positions in municipal life and to come to a higher sphere—I will not say "higher," but "broader"—Dominion-wide in its character. I refer to Federal and Provincial houses. We are here to-day to make this organization what we can by that constitution that may be adopted. In any work in which we can help and assist we are here ready to do our utmost. We are not here with the idea of condemning or thrusting upon this organization our views; we are here to work with you in an endeavor to bring about what I believe should become in the Union of Canadian Municipalities a factor in the life of our people which would have a restraining affect, a purifying affect, and an economizing affect because these are the days when we have to get down to that consideration that would put Canada where she properly belongs; the most contented and prosperous people on this earth.

THE PRESIDENT:—You have heard the motion that this matter of the constitution be referred to the committee I have named. I wish to take advantage of this occasion in expressing to Mayor Parnell and his colleague our unbounded satisfaction that Winnipeg has become again an active member of the organization. It is a great encouragement to the older members. We also can say, I am sure, that he has our heartfelt appreciation of the sentiments he has expressed and that the ideas he has given expression to are ours. Personally, it was a very great satisfaction to hear Mayor Parnell express himself as he did because it is an important matter that has always been in my mind. I have always endeavored to try to take advantage of every occasion to preach the very doctrine that Mayor Parnell has so ably presented. At the same time there is this other point about it, and that is that our friends will pardon me if I say that they have a mistaken idea in characterizing this union as "your union." It is just as much their union as it is ours. It is very easy to stand outside and say the union is not as affective as it should be. Perhaps, if Winnipeg had been a member of this Union, the Union would be better. The Union will only be what its members are. I might say the Union has not lived up to the high possibilities for the opportunity it has had, but the remedy is not through criticism; the remedy is in coming in and helping to make the Union what it should be. That is what we are aiming at now. We want to get to know the ideas of the different cities, and the men of the city governments more intimately; to have them with us, and to make this, as near as we can, the Union that Mayor Parnell has so well described. I am sure it is an inspiration to all of us to hear from him in that way. The committee then will take the constitution and deal with it. I am very glad Mayor Parnell is on that committee.

EX-MAYOR HAROLD FISHER (Ottawa):—Mr. President, may I say a word in connection with the constitution.

U. C. M. CONVENTION (Continued).

The committee has drafted this, and, I take it, has given the matter a good deal of thought. On reading it, it is what I think an ideal constitution. There is as little of it as possible. That has always been my idea of what a constitution should be. Now I take it that the object of appointing another committee is not to do this work over again; but that it is to consider any ideas in case anyone has any suggestions to offer. If any members of this Union have any ideas, seeing anything wrong in this draft, I hope they will be good enough to indicate their views to the secretary and they will be considered by the committee. I do not think we are going to draft another constitution. What you are asked to do is to say what you think about this; and if you think there is anything wrong about it, tell the secretary and we will consider it.

THE PRESIDENT:—I was going to add that Mr. Shibley can give you information with reference to facts and matters of that kind.

MR. BAYNE:—I was just wondering, Mr. President, if the committee covered sufficiently that area west of Winnipeg. I merely mention that in view of the fact that, as we all know, there is a separate union established, or about to be established in the west. I thought that possibly, in view of that fact, that, for instance, the Province of British Columbia or Alberta might be represented on that committee. Some of them have been dealing in making new constitutions within the last few months. Would it be in order for me to suggest that the name of Mayor Hardie be added to that committee.

MAYOR HARDIE:—Mr. Chairman, I absolutely decline to serve on that committee under the circumstances.

THE PRESIDENT:—No man is better qualified to represent the west than Mayor Hardie.

MAYOR HARDIE:—So far as I have been able to see the constitution there can be no objection to that. I appreciate the conclusions of Mayor Parnell. I also appreciate the expression that he was sorry that he had not been here right along, I have been here right along and I want to say this, that I think it is necessary to have a broader spirit to prevail to get the desired results. The west does not ask anything from you except a broader view.

MR. BAYNE:—I will withdraw the suggestion. I only voiced what has already been said. I think this constitution is concise and very complete. The committee that drafted it are to be commended on their ability to boil down and to get much in a little space.

THE PRESIDENT:—Of course, as Mayor Hardie knows, the constitution is very largely a matter of form and foundation anyway. I wish to take advantage of this occasion—it may not occur afterwards—of expressing to Mayor Hardie what I know; that we are very much concerned with every question that affects the well-being of the Union, particularly with that part of the community that Mayor Hardie has referred to; and it has been with no indifference that we have heard rumors of dissatisfaction in the west. I know it should not require expression on my part to say that we are all anxious to do everything we can to add to the work of the Union; to attain to its great, effective work. If we were not anxious to do that we would not be here. We are anxious to get at a broader view; and one way of getting toward that broader view is for men like Mayor Hardie to take advantage of this meeting of ours, as Mayor Parnell has done and give us their views. That is the only way in which our own view will be broadened.

ALD. COLLIER (Quebec City):—Mr. President, during the course of Mayor Hardie's remarks he spoke of this convention taking a broader viewpoint. May I infer from that that there is conflict of opinion between the east and west? Because, if there is, I think the members of the convention should know that, and we should do everything in our power to bring about a better feeling so as to encourage support of the west and to find out why the municipalities of the west have not a larger representation at our conventions. Three years ago the convention was held in the city of Victoria. The members of the western municipalities did not send many representatives even to Victoria. Last year the convention was held in the city of Quebec, of which city I am pleased to say I am a citizen and an alderman, and the municipalities of the west did not send many representatives to the city of Quebec. We find here this year a similar state of affairs. Now, I think that is unfortunate; and, if the Union of Canadian Municipalities is to get anywhere we have got to know just what the trouble is, and there has got to be a spirit of give and take. The people of the east have got to get as near as possible the views of the people of the west; and I am sure the people of the west will do everything in

their power to meet the view of the people of the east. I would like, Mr. President, if Mayor Hardie would explain to the members present just what he means by his statement that the members have got to take a broader view.

MAYOR HARDIE:—I didn't come here to raise a contention. I have come here to watch and see. I knew that some western municipalities were going to be represented, and I was in hopes that probably they would throw some light on the situation. I have been coming here as I told you for eight years. The mayors and aldermen of the western cities give up a week or ten days to come down here to take part in the convention. When they get here they find that some men are so terribly important in the eastern cities that they must occupy all the time and get off back home, while we of the west stay here and waste away two weeks and are of no importance. Our problems in the west are worth considering. We have some very prominent men coming here from time to time, advancing views that we think ought to be made as governing bodies. For instance, amongst others that were presented was the suggestion that the executive, instead of being so far east as Montreal, should be located in Winnipeg where all the members of the whole association could have reasonable access to their head office.

No, nothing would do but the whole thing must centre in Quebec or Ottawa or Toronto. These are the things. You say these people are all here. They come from Toronto to this city at the small expense of twenty-five dollars; but from the west we come at an expense of all the way from six hundred to one thousand dollars, and there is no arrangement by which a pro rata of the expense could be met. The west is placed at a disadvantage in every circumstance. I think they have had one convention west of Toronto since I have been a member. So, all the members who have come here have been put to enormous expense and wasted a great deal of their time because the conventions have not been what they should have been. Now, I cannot think of all the things I could mention, but it is very evident to you gentlemen that the grievance must be there because the membership is falling off. Mayor Parnell has not been here, or the city of Winnipeg, for five years. The city of Calgary has not been represented for a long time.

MAYOR THURBER:—Last year or the year before they were represented at Kingston.

MAYOR HARDIE:—Not Calgary.

MAYOR THURBER:—Yes.

MAYOR HARDIE:—That was accidental. The city of Calgary made no provision for sending a man. Calgary has not been represented for three years.

MAYOR THURBER:—Edmonton, Fort William and Port Arthur sent members.

MAYOR HARDIE:—We do not regard Fort William as a western city—somewhere about Winnipeg or Kenora would be the middle point. But, anyway, apart from any further argument, you have to recognize that the west has not been represented for the last seven years as it should have been. Every time there has been contentious matter up, and the men have come and gone vowing they would never come back again. The probabilities are that if I had not been a past president I would not be here this time. I made quite an effort to get all the western municipalities to make one last attempt for union. I think we have been in a larger measure successful. They all wrote and told me that they would be very glad to join in with me if we could accomplish anything; but, they all advised me to go slow and be cautious.

MR. BAYNE:—I doubt, Mr. President, if it is profitable at this hour to continue the discussion. Perhaps we may have time a little further on in the convention to see what can be done. Before sitting down, however, I would like to correct, in the kindest way possible, the remarks of the speaker who preceded Mayor Hardie when he said that the west had not sent representatives to this convention. At Victoria we did have western representatives. Saskatchewan had the city of Regina represented by Commissioner McKay, and Moose Jaw was represented by Commissioner Scratton. There was a good representation at Victoria. Right here this morning let me say that, of the members assembled, a sixth of us are from Winnipeg and west. I think the west has done mighty well in sending representatives.

EX-MAYOR FISHER:—I quite agree with Mr. Bayne. There is not much advantage at this stage in discussing this question. I would like to suggest this to the gentlemen here that no organization with which they have been associated has been an unqualified success. There has always been something wrong with any convention I have gone to. The Union of Canadian Municipalities has not pleased everybody; it never will. It is faced with the same difficulties that face the government of this country. We are spread out over a

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very large country. Our interests are not altogether alike. At one time the Union is dealing with affairs which affect one part of the country, and the other part of the country is perhaps not much interested, and in a year or two the condition changes and the Union is dealing with another part of the country and the other part is not interested. But, in spite of it all, I think this Union has done a wonderful work and is doing a wonderful work. Now, let me further suggest this. We had a war. The wonder is that this Union did not break to pieces during that war. People were not going to spend money to go to Vancouver, Victoria, Winnipeg or anywhere else at a time when they felt every penny was needed. They did not do it, and we had difficulty. Now, last year the Union did waken up, and I think this year you will find things better. As I say, we are not going to get perfection; that is no reason why we should not strive for it, and there is room for a good deal of useful work, and all we have to do is to get at it.

ALDERMAN SARGENT (Victoria, B.C.):—To assure you that the city of Victoria, the farthest west city in Canada, has a very friendly feeling, I am here to-day to represent that city. As you have asked that copies of resolutions be submitted, I want to submit mine. Before I read this resolution I want to say that the city of Victoria enjoyed very much the meeting of the Union of Canadian Municipalities held there some few years ago, and just to show you how much we did enjoy it—I do not know how it will be received—I hope to have the privilege of extending an invitation to the Union to meet out there next year. Whether you are able to concur in that invitation or not, you will see that it is hearty."

Resolution from Victoria, B.C.

"WHEREAS the Victoria City Council has most pleasant recollections of the last convention of the Union of Canadian Municipalities held in this City, and is desirous of again having the privilege and pleasure of entertaining the Union in Victoria;

"AND WHEREAS Victoria, the capital city of British Columbia, owing to its cool and agreeable summer climate, pleasant surroundings and unequalled location on the Pacific, offers advantages for conventions that visitors invariably appreciate; and, in addition, has all of the other requisites for successful conventions, namely: excellent hotels, places of meeting, etc.

"AND WHEREAS it is undoubtedly a fact that Western Canadians, as a class, know more of the East than Easterners know of the West, and that it is desirable that Eastern Canadians should take every opportunity to travel through the West and become personally acquainted with the problems, geography, and conditions, of the Western half of Canada, whose natural resources, during the next decade, together with development of shipping upon the Pacific, promise, under proper national guidance, to do much towards the solution of Canada's present financial and other difficulties, and that the 1922 convention of the Union of Canadian Municipalities furnishes an opportunity for the meeting together upon the shores of the Pacific — and the developing of an increased measure of co-operation — of representatives from Canada's most influential civic bodies — the Municipal Councils:

"THEREFORE BE IT RESOLVED that the Victoria City Council extend to the Union of Canadian Municipalities a most cordial invitation to hold their annual convention again in Victoria in 1922;

"AND THAT Victoria's delegate to this year's convention (Alderman W. J. Sargent) be requested to convey this invitation in such manner as he may consider proper, during the proceedings of the convention."

I might say that that suggestion was discussed before this convention last year, and it applies to this convention. It will be quite satisfactory to me and the city of Victoria, which I represent.

THE PRESIDENT:—It has been the custom in the past for the president to name the resolutions committee. Do you wish that, or do you wish to name the committee yourselves. I would suggest that the following committee act as the resolutions committee: Mr. C. W. McCrea, Ald. Dixon, Mr. Harold Fisher, Mr. S. Baker, Mayor Bouchard, Mr. J. N. Bayne, Ald. Bolger, and Mayor Hardie.

MR. MCCREA (Sault Ste. Marie):—I am named as the convenor of that committee. I would suggest Mr. Dixon of Montreal, for the reason that I have four resolutions to

bring before the committee. It is not quite in line for the convenor of the committee to argue out four resolutions before the committee.

ALDERMAN DIXON (Montreal):—It may look as if things are going to the east instead of to the west. If you select me it may create the impression that the east is looking after it all. I am quite willing to take hold of it if my friend wishes since he has four resolutions, and if it is the desire of the western members that I should act as convenor.

MAYOR PARNELL:—Mr. Chairman, I think that this spirit that seems to be developing as to the question of east and west is one not calculated to bring about the idea I suggested. I do not think there is any member here from the west who feels that way. My colleague informs me that out of the seventy-eight members of this organization there are twenty-one from west of the great lakes with a population of possibly a quarter of the whole Dominion. I think we are doing pretty well. We do not want antagonism or friction. The east and the west must be one if we are ever going to develop this country which God has given us to develop; and we will never develop it along that line. There are some things which we think should be remedied. We propose to see that they are. But, that does not need to create friction nor antagonism, nor should there be any spirit other than one of friendship between the two.

ALDERMAN DIXON:—Mr. Chairman, I am very much pleased to hear the remarks of Mayor Parnell. If it is the pleasure of the meeting that I act as convenor, I do so with pleasure.

THE PRESIDENT:—I take it as your will that that same committee act as a nominating committee, and they will add that to their duties.

The convention then adjourned for lunch.

THE ACTING PREMIER'S WELCOME

Wednesday, 27th July, 1921, 2.30 p.m.

THE PRESIDENT:—Ladies and Gentlemen: Sir George Foster does not need any introduction from me. He is one of the best known and most distinguished figures in Canadian history. He has been good enough, in his personal capacity and also representing the Government, to come to our convention to say a few words to us of welcome and encouragement in our work.

RT.-HON. SIR GEORGE FOSTER (Acting Prime Minister):—Mr. President, Ladies and Gentlemen: I notice from the programme, and also from what I already know, that you have already opened and that you have been at work. I suppose the work you have been at this morning was the least important work—a kind of reportorial business, going over your accounts and the like; and then you thought that it was necessary you should have the impetus of the Dominion Government before you could really undertake the important work for which you have been called together. Therefore, I take it, incidentally, as a proof of how necessary the Dominion Government is to a body like yours which come from every part of the Dominion when you could not well go ahead until you had the paternal blessing of the Dominion Government. I take it as evidence that we are still of some use in this country.

Now, I believe that I am to have the privilege of breaking bread with you to-morrow night and maybe of saying a few words to you then. I haven't the least doubt that I will meet you all there because you are good Canadians and you like a collation as all good Canadians do; and it is rather too open and patent a ruse to attempt to get two speeches from me during this hot weather. I may point out that at this particular time I am not called upon for a speech; but if you will all meet to-morrow night, I may be able to say a few words to you in a little more interesting way. To-day, I want to emphasize one fact and only that. You are a Union of Canadian Municipalities. You have attained your majority. You are just now entering upon the work of an efficient and more mature manhood. Your objects are before you; you pursue them; and it is always the case that there are what you may call the secondary or subsidiary advantages which attach themselves to every association of this kind. It is one thing for you to come together to discuss your plans on the broad lines of municipal organization and administration — that is your principal object; but there are a whole lot of collateral advantages which you take along with you in that process. In the first place, you become acquainted with each other, and not being all of the same localities, it has just the affect of making the localities better acquainted with each other. And, so, the meeting of a body like this, first at one point or locality in the Dominion and then at another, has a very

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beneficial influence in joining together the widely scattered sections of our Dominion, and inducing information and knowledge and acquaintanceship. And, so, it is an influence which tends to join the Dominion in its broad geographical features and to bring about a unity of interests from an intimate and a personal standpoint—a standard of friendship between one section and another, and of one locality and another. All of the great associations of our country have that in common; and, as they meet from year to year, it is not an unimportant feature in their work and should be carried on at the same time as they carry on their work for the real objects for which they are associated.

I suppose it is fair to say that municipal organization and administration lies at the very foundation of the progress and prosperity of a country insofar as well-ordered management is concerned, insofar as proper policies of taxation and all constructive work generally are concerned; and that, therefore, association of men from every part of Canada along the line of municipal organization and administration is a great preparative for progress in the wise organization and wise policy for the Dominion as a whole, because the foundation is in the municipality.

Another thought that comes to one occasionally is that we prize things because of our knowledge of them and because of our pride in them. You will find that Ottawa thinks a great deal of itself and is very proud of itself, its municipal institutions, its—what you may call—appurtenances, its layout and all that pertain to the beautification and to the comfort of a city, municipally considered. And, it has a perfect right to be so. But every municipality needs to have a pride in itself; and if it has not the organization and the appurtenances which are necessary to give a foundation to its pride, it is the first duty of a municipality to put itself into that position, and by combination and co-operation and wise counsel and co-operative action make of the municipality just the best that can be made of it. Because, then, the interest is greater in it, and the love for it and the pride in it comes as a stimulus and helps it to further exertions in the onward way to progress and development.

I am sure I am taking up your time from your work with these not very important observations, and I wish in the place of the Prime Minister, who is not present to-day, to bid you a welcome in the name of the Government to Ottawa which is our Dominion capital. We are glad that the municipalities in this widely extended country of ours have banded themselves together and have kept themselves in line for twenty-one years. Having obtained their majority, we have full confidence that their work hereafter will be a progressive work; and can I say that on the wisdom and the administration and the organization of the municipalities depends very largely the outcome of the Dominion as a whole.

I hope you will enjoy yourselves while you are in Ottawa. You have the mayor to look after you, and his good lady and associated ladies; and anything you do not see in the city all you have to do is ask for it and they will see that it comes

up in due time. I know they will take care of you according to the best ideas of hospitality. If there is anything the Dominion Government can do, we will be very glad to do it. I want you to visit our Houses of Parliament and see the structure in which, no doubt, some of you who are here to-day, in the course of graduation from the lower to the higher, will some day take a part and become a temporary resident at least of that beautiful structure.

I do not know that the Dominion has any rights of citizenship, but, if it has, insofar as it can put itself behind Mayor Plant, in giving you the freedom of the city of Ottawa and the interest that Canada's Government has in the city, take that freedom and use it to the uttermost. I give you one slight caution: do not wonder too far from the vicinity of the limits of Ottawa itself, lest, coming or going, or staying away, you may fall into difficulties. Take the advice of a friend and be a little concentrated while you are in Ottawa.

And, now, to your duties. I wish for you the greatest success in this, your twenty-first annual meeting. I am sure of the calibre of the men I see about me, and, altogether, I think you will work your problems out successfully. And, when the time comes round for you to visit Ottawa again at another one of your annual gatherings, I hope you will have a record of splendid progress, and the present Government, or some other, will be here to welcome you at your annual meeting.

ALDERMAN DIXON:—Mr. President, Sir George Foster, Ladies and Gentlemen: In the name of the Union of Canadian Municipalities it is a pleasure that has been conferred upon me to thank you, Sir George, for the trouble you have given yourself during this great heat; but you have been so long and old a parliamentarian that your eye has cast itself around this room and saw men who will be in that beautiful building in time. Let us hope so for the sake of the Canadian municipalities.

There is a wish to add, and that is that all our municipalities in this Dominion may be cemented together so that that feeling of east and west and north and south may disappear; and that we may meet in all places in this Dominion—French as well as English—give the glad hand and have none of that feeling that the east or the west has something not shared by the other.

You, Mr. Acting Prime Minister, told us a few moments ago that we are on the road to a higher sphere and I can only second that saying. Let us hope it of many of those who are in this room to-day. You told us also that if there is anything we want from the Dominion Government to come to you and we will, and we hope we will not be refused.

SIR GEORGE FOSTER:—I thank my friend for his kindly references to myself. I did not want to impress upon him or the others that it has been a labor for me to come here for fifteen minutes. It has been a relaxation for me. Now, I think I did say that if there is anything the Dominion Government can do for you, ask for it; but I am sure that I did not imply in definite terms that everything you asked for would be given.

Municipal Borrowings

By Mr. J. N. BAYNE, Commissioner, Local Government Board of Saskatchewan.

MR. BAYNE:—Mr. President, when this subject of municipal borrowings was presented to me as one on which an address might be given, I was confronted with the difficulty of condensing it. The subject is one which is so pregnant with those things which we meet in our every-day dealings in municipal finance that I experienced some difficulty in bringing it down to the limit to which I know you would like. For some years I have been attending these conventions and one of the things I have learned is that the short addresses are the ones that are best liked. The man who labors in a long address will find himself in disfavor. I do not want to put myself in that position. I was requested to give a paper on this subject, which means that it will be a little more brief than if I were talking on the subject. I have tried to deal in generalities; that is, municipal borrowings as they affect municipalities all over Canada. Just toward the last I have taken the liberty to deal with a few instances in our own Province, going from the general to the particular, but avoiding always, I hope, anything that would cause an eastern feeling against the west or vice versa. We have no more objection to anything more than to think of dividing Canada.

At its inception each newly fledged unit in the municipal world is dependent more or less on the assistance which it can secure from sources beyond itself. A condition of dependency is likewise common to new creations in the animal and vegetable kingdoms. The recently established municipality finds itself looking for someone to trust and to help it until its assessment machinery is working and resulting in revenue. For a time during its infancy it must secure credit. In the early stages of its career none but temporary or current borrowings are, as a rule, possible. The freshly installed council naturally turns to the bank for accommodation, pledging the taxes of the year as security. It should be the aim of each municipality to overcome as speedily as possible that condition where it is obliged to lean on any one excepting its own ratepayers. But to avoid temporary borrowing it must gather for itself a surplus so that it can be its own banker, in order that it may have funds on which to draw until the taxes for the current year can be collected. But levying for funds wherewith to carry on until the ratepayers remit their taxes, is not always provided for in our municipal acts, although in some instances which have come to my attention an excess of receipts over expenditures has been forced on a

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municipality, as a result of the inability of the council to secure labor wherewith to perform the work, or to carry out the programme for which the taxes had been levied. The surplus thus accumulated has proved to be very convenient to the fortunate municipality having it at its ready disposal. I have in mind a Saskatchewan municipality of about only ten years of age which has \$6,000.00 current surplus invested in Victory Bonds. In fact, so common did a condition of the kind become that the Legislature enacted an amendment to one of our municipal statutes allowing the council to invest surplus funds of the municipality in government securities of Canada or of Saskatchewan. However, the accumulating of heavy amounts of receipts over expenditures during any one year is not to be encouraged in municipalities, convenient though such surpluses may prove to be. Some municipal acts in Canada allow councils to borrow up to 60 per cent., others up to 80 per cent., of the current taxes by promissory note, pending the collection of taxes, but there are instances where there is no legislative barrier to borrowing the whole amount levied for the year concerned. Here the lending authority usually applies the restriction as it may have reasonable doubts as to the ability of the municipality to repay in full within the year of its borrowing. To avoid current loans, a change in several of our statutes would be necessary to allow of the levying of the current year for expenditures to be made in the year following. It is hard to see any other arrangement which would give the municipality the funds it requires for the first six or eight months of the year. However, current borrowings are one of the minor troubles of the average municipality. The person or institution having money to lend is usually shrewd enough to recognize a good account when he sees it, and that municipality which has had even moderately good management, can obtain without difficulty, the necessary financial accommodation for its annual programme until the taxes for the year are being received.

It is often found necessary to undertake expenditure for works or improvements of a permanent or capital nature, which cannot be paid for from current funds. From the character and proportions of such undertaking, it is at once evident that it cannot, and should not be a burden on the present year's revenue. The large school for instance, of solid brick or stone construction, built to last at least two or more decades, is likely to cost so much that a levy on any one year's assessment would be so high that it would be impossible to meet it, and as the ratepayers of a future time would be deriving benefit from the building concerned, it is deemed just and advisable that the indebtedness should be spread over a period of years, and that such period corresponds as nearly as possible with the lifetime of the structure to be built from the proceeds of the debenture.

This method of municipal borrowing has many attractions, too many in fact. Future payments seem so easy and so far away. Placing a burden of municipal debt on the shoulders of the next generation is often undertaken with too little thought. No council should exhaust, or nearly exhaust the borrowing powers of the municipality. Other councils must follow and other needs of a permanent character may rise at any time. The Local Government Board of Saskatchewan never allows a local authority to use up all its borrowing power, but insists that a safe margin should always be left, if for nothing else, than to provide for the unforeseen.

Posterity has a claim on us notwithstanding the hackneyed question, "What has posterity done for us?"—a query breathing a sentiment which in the quintessence of blindness and selfishness. The unnecessary mortgaging of the future, the undue absorbing of borrowing power and the expending of money for non-essentials, are pitfalls against which municipal councils should exercise never-failing vigilance. In a new country or a new province, municipal institutions frequently find it absolutely necessary to borrow by way of debenture in order to secure reasonable and adequate development and protection for their respective communities, and to the sober undertaking of such necessary loans no objection can be taken, provided that the borrowing body has the ability to meet promptly the instalments of the indebtedness as they fall due. Fire protection, water supplies and educational institutions are as close as anything can be to vital necessities for any centre where people dwell. Among the necessities as compared with the above, I do not mention even sidewalks, street grading or electric light. The latter was a luxury not many years ago. In modern life, many would class it as a necessity.

None of us need to be reminded that some municipalities

belonging to both the East and the West, have unwisely borrowed money by way of debenture. There is nothing very new in this condition. Reference to the Ontario Statutes of 1852 shows that even at that early date municipal institutions could not always avoid trouble in their financial arrangements. It is not unusual for urban municipalities to sanguinely hope for a future that will mean for each of them a metropolis, and they have consequently planned and builded, and sometimes unfortunately borrowed, to secure the improvements and utilities for the expected population long before any assurance is given that it will arrive. Cement sidewalks, watermains, and other utilities have been constructed in several instances which have come under my own observation, far into the country, passing no houses, and giving no real service to any one, to say nothing of securing no revenue. Adjacent to Canada's largest city, I saw two or three years ago, some striking examples of permanent sidewalks stretched far into the sparsely settled area where they served little or no population, but were no doubt constructed to assist in boosting some sub-division. From my enquiries I find that the sub-division craze was not restricted to the West. A few years ago when down here in Ottawa, I was informed that property four and five miles from the city, out near the spot where I first saw the light of day, had ceased to become farm lands and was being exploited as sub-divisions. I mention these annexes, or sub-divisions, as they have been a fruitful cause of extravagant municipal borrowing in the western provinces and likewise in the eastern provinces. When sub-division artists were in their highest glory in Saskatchewan, the department with which I was then connected, uttered many warnings against the results of their exploitation, but at that time money was so easily made through them that the prophet of gloom did not always get results from his expressed pessimism. We have seen purchasers for the securities of over-hopeful municipalities eagerly competing with each other to secure possession of debentures of a town of 2,000, when the proceeds of the debentures would have provided the necessary facilities for 20,000 people. Yet, although nothing prevented examination of the assets of the community and its probable future, the debentures were picked up in a hurry. In such cases it is doubtful if the purchasers of the securities showed much more wisdom than the too optimistic town or city which issued them. Their saleable feature was the important factor with the first purchaser. We have seen such communities disappointed when they fell far short of the expected population, and we have seen the purchasers of the securities, not only disappointed, but exasperated, and looking around for some one, not only to share the blame of their investment, but to undertake the whole responsibility for their misjudging of the future. Going back in the history of Canada to a period when few, if any of us present were alive, we come across some interesting samples of municipal defaults, but let it be added to the credit of Canada, few, if any, instances can be found where actual repudiation of a debt has been seriously proposed. A city of Ontario now having a population of over 100,000, and enjoying abundant commercial prosperity and ample credit, had its own troubles in the early growing years of its existence. Mr. J. Murray Clark, M.A., LL.D., K.C., in dealing with the history of some municipal defaults in Ontario, writes that this particular place "was in the hands of the sheriff. The levying of a rate to pay its creditors was delayed by the zealous city clerk who took the books, assessment rolls, etc., to White Springs (now Clifton Springs) in the state of New York, beyond the jurisdiction of the Canadian Courts." Not during this century have I known any municipality or any official of one of them to even contemplate such drastic action in order to avoid the results of being in debt, although in Manitoba, one town several years ago threatened to move all the buildings to another site when the creditor commenced some bombast and brow beating. The Government of the period referred to by Dr. Clark had endeavored by direct financial aid to assist several municipalities in default. In his historical paper the author quotes the then Mr. Oliver Mowatt as saying anent the scheme of proffered help: "The effect was to diminish the value of municipal securities generally, and to corrupt the moral sense of the people with reference to moral obligations."

Growing pains accompany youth in municipalities as well as in persons. In the early stages of some of our provinces cities came into being as if by magic. On our prairies where I have lived for twenty years, I have seen a collection of small houses having a population of about 100, grow into a substantial city of 20,000 within the space of eight years. I have likewise seen a town of 2,000 or more come into existence where eighteen months before nothing but the bald

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prairie could be seen. Could such abnormal growth be always free from disadvantage? Some small urban centres knowing of such wonderful growth in points no better situated geographically than they, could see no reason why they would not grow quite as rapidly and have a population equally as large and as permanent. Optimism of the kind should be censured with moderation. Growth and advancement were in the air. The development spirit was contagious. Knowledge of the "wondrous doings" spread even over the sea to Europe, and wise men from the East either came themselves or sent trusted representatives to invest their money in purchases of town sites, or in the municipal securities of the country. The opportunity to make money was not to be missed, and thousands flocked to the West to share in the real estate prosperity of its urban centres, which prosperity flourished in no uncertain way from the years 1910 to 1913. It was during this period that practically all the heavy borrowing by Saskatchewan municipalities occurred. The Legislature of the Province noted the tendency of the times and the extremes to which some centres had gone, and acting on the suggestion of the Union of Saskatchewan Municipalities, provided by law in 1913 for the creation of the Local Government Board, which took office on the 1st day of January, 1914. Its various functions I have explained to this body before, so that it will be sufficient to say now that its duty in the Province from which I come, is to supervise the borrowing of money by way of debenture on the part of any municipality, school district, or rural telephone company.

And now when I am speaking about Saskatchewan, let me say for the information of those who may not have already heard it, that a few of its urban centres are in financial difficulty and have failed to promptly meet their respective debenture coupons as they fell due. It would be surprising if the skilled propaganda against municipal securities in that province had not reached every part of Canada. There are 730 municipal institutions in Saskatchewan and of these, less than 12 have experienced difficulty in meeting their debenture coupons as presented. After reading outbursts from points not far from where we are meeting, you might have gained the impression that the Province was in the throes of financial ruin, and that its municipalities were hopelessly involved and that no one was trying to apply a remedy. I do not blame anyone for getting this impression from articles which I have read. Let me interject here that the Province of Saskatchewan showed an actual surplus of \$1,934,675.16 in consolidated revenue fund when the budget was presented last winter, and the only direct provincial tax is a levy of two mills on the assessed value of land. In spite of this fact, word was received in Regina at the end of last month that in one of the cities of the United States a rumor was current in financial circles that Saskatchewan's provincial securities were about to default! This rumor was undoubtedly the result of exaggerated statements made relative to the few municipalities now in difficulty in that province. Surely the patriots in charge of the publicity section of the propaganda against Saskatchewan municipal securities are overcrowding themselves. Can anyone be disappointed when it is learned that the manager of the bank to whom the report was made promptly and effectively set at rest the canard?

It has been stated by one holding a responsible position among the bond dealers of the East, that there is no boycotting of Saskatchewan municipal debentures, but that "there is worse than a boycott." A leading official of one of Saskatchewan's larger municipalities, who recently visited Toronto, brought back similar information. It was conceded by the dealers concerned that his municipality was safe, yet when he tried to get offers for some of its securities, he was told that it was practically useless to attempt to sell Saskatchewan municipal debentures in the East, owing to the defaults, which evidently magnified in the frequent telling of them. It seems he asked in more than one instance what his municipality had to do with the ten or eleven that were in trouble. He was informed in effect that even although the municipal institution which he represented was in splendid standing, the refusal to buy its debentures by the usual dealers might cause sufficient pressure to be brought on the Province to comply with the bond dealers' demands. Perhaps it is safe not to comment on an attitude of the kind.

Money borrowed should be repaid. The debtor with gratitude should endeavor to return a loan in harmony with his promise. For the municipalities of Saskatchewan let me say that I do not know of one of them that has shown a desire contrary to the above old-fashioned principle of honorable dealing. The ten or eleven in financial difficulty have

struggled to avoid delays in meeting debenture payments, some of them cheerfully levying as high as sixty mills on the dollar to meet their debts, although this rate bore heavily upon the residents. Notwithstanding such honest and exacting endeavor, we find debenture dealers uniting in an effort to discredit, not only Saskatchewan municipal debentures, but those of the Province as well. It might be added that from each municipality in the province, an annual financial statement, duly audited, is issued, and is available for any one interested. Each of those which have failed to meet certain debenture coupons, with one exception, has its records regularly audited by a firm of chartered accountants.

The old adage, "the borrower is servant to the lender" is as true as it is old, but when the borrower is paying high rates of interest to the lender, his feeling of obligation is somewhat modified. A municipality could never be in the position of debtor unless some one with money to invest had sized it up and had decided that the loan would be profitable to him. Friendship and sentiment are not the basis of municipal borrowings. No one prevented the prospective investor from examining the assets of a municipality before buying its securities. In many instances assessments in towns and cities were very high in the years 1910 to 1914, but that fact was not hidden. The debenture purchaser was not prevented from investigating in these or in any other years, nor was he released from the obligation of so doing. As a matter of fact the assessment roll was usually based on actual sales, a not unusual method of arriving at valuations for assessments. It has been stated that the investor of the first issue was placed under a handicap when subsequent issues were sold. Yet it is not uncommon to see the buyers of the first figuring as buyers of subsequent or last issues. The amounts of former issues are never concealed any more than the general financial condition. We must take it for granted, from an indignant interview, which appeared in an eastern paper last month, that the dealer always explains carefully to his clients to whom he sells such later issues, that the security behind them is decreased as a result of the issue of former debentures from the same source. But in Saskatchewan, as in some other provinces, there is, and has been a definite limit in the amount which any town, city or village may borrow. The total of the debentures issued under the city act cannot exceed 20 per cent. of the rateable property, as shown by the last revised assessment roll, and under the town act only 15 per cent. The village act allows a borrowing power of only 10 per cent. of the assessment valuation of the reality, and the school act is similar, while rural municipalities cannot borrow over \$3,000.00 per township. Few will disagree that under normal conditions these restrictions should suffice, and as a matter of fact, I am informed they are much closer in Saskatchewan than in many of the other provinces.

Before proceeding let us try to think why any bonds should have an absolute guarantee. There are business and professional men here to-day who are doubtless creditors. Does it never occur to them that they should go to their provincial government to have it guarantee payment of the bills owing to them? Some one may be expected to say now:—"But the municipality is a creation of the provincial government." That is a fact, so are many companies who secure their charters from the provincial government, but the government of any province would not attempt to guarantee the success of the companies to which it may grant incorporation. The Farmers' Bank of doleful history, an institution established in Ontario, secured its charter from the Federal Government. When it failed appeals were made for a practical guarantee from loss by creditors to the creating authority, but the latter did not feel that the whole Dominion should provide funds for that purpose, and the desired guarantee was not given. But the two youngest provinces in Confederation do not assume a detached attitude to the municipalities to which they have granted a large measure of local self-government. By at least annual inspection of their records, advice, examination of by-laws and in many ways which I described to this convention when it last met in Montreal, assistance is given to municipal institutions generally by the Departments of Municipal Affairs in Alberta and in Saskatchewan, not as a matter of obligation under the law, but in a desire to generally benefit the provinces concerned. The guaranteeing of the payment of debentures issued by municipal institutions is not, and never was a duty devolving on a province, and efforts to make it appear so, are usually only a means to the end of protecting the protesting party's own interests.

It would be well indeed if all municipal debentures were so safe and so sound that no doubt as to their value could be entertained. The prices at which they are sold however, reflect at once what elements of risk may exist in them.

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How is it that federal or provincial issues sell at a price so much better than municipal? Is it not that the former have less risk attached to their repayment? A country can borrow at a lower rate than a county. There are degrees of safety in all classes of good investments, and this fact is borne out in the price paid for securities. Why do investors take their money from a savings bank where it is earning three per cent. and invest in a municipal debenture at seven per cent.? Is the answer not simply because they are willing to undertake a risk in the hope of gaining the additional four per cent.? Let me here state that it should be the aim of every citizen to see that such risk is reduced to as near the vanishing point as possible. But the facts are that it is there. If a province should guarantee all debentures issued within its confines, would the investor be content to take the low rate of interest which their practical conversion to provincial bonds would mean? I have known of the purchase of certain municipal debentures at a discount of at least \$20.00 on every \$100.00, and when the issuing authority of these heavily discounted securities failed to meet the debenture instalments at full face value on the due date, the investors affected wonder and indignant surprise. Could such surprise be genuine? Was the price paid not a clear admission that in the opinion of the purchaser there was a decided element of risk? All of us who are interested in the municipalities of Canada, would like to see municipal securities so solid and held in such good repute that they would bear a low rate of interest. But the history of municipal institutions, not only in Canada, but elsewhere, shows that they sometimes fail to keep their promises no matter how good their intentions. Let me mention two or three instances. Ten or eleven years ago at a convention of this Union, I joined in a discussion on Campbellton, New Brunswick, a prosperous urban centre which had recently been destroyed by fire. I remember one of the delegates from the Maritime Provinces stated that practically the only assets which the town had after the conflagration were the water pipes and tile drains under the ground. This was indeed a most unfortunate and happily a most exceptional condition. What hope had this town of meeting its debenture instalments of its own ability? I mention this case to point out that municipal defaults are possible from causes far beyond the power of civic or provincial governments. Those of you who travelled by the usual route through the Rocky Mountains twelve or fifteen years ago would come upon what was even more than Goldsmith's "deserted village." You there saw the community of many houses, store buildings, churches, a good school, municipal hall and other buildings which go to make up an urban centre. Yet each of these buildings was empty. Mining operations had ceased and the people had left. There is another exceptional instance, but it is a possibility. The ability to meet debenture coupons (if any), as they fell due had practically disappeared. Again—and this time we go neither east nor west in Canada for an instance, but cross to England. Those who have not seen the despatch and who have read articles on the iniquities of certain centres in western Canada in their failure in a few instances to pay debts as they fell due, holding these out as solitary examples, will be surprised to know that a news item within the last two months indicates that a "London Borough Council" was in a state of bankruptcy. The council of a borough, one of the London districts, found itself unable to meet payments owing by it. Further information on the subject elicits the fact that the creditors were to resort to the courts to enforce the defaulting borough to pay its debts. It was explained that it had been found necessary to extend for one purpose all the current taxation levied from the local ratepayers and consequently certain creditors did not promptly receive the amounts they expected. Funds were evidently diverted from the purposes for which they were levied. There is nothing to show that the creditors were combining in an effort to force any government to come to their relief. I do not want anything said in these three cases to be construed as desiring to bear down the price of municipal securities, but they are cited with the object of meeting the remarkable representations now so common, regarding the infallibility of municipal institutions everywhere excepting on our prairies. There is a different price class for different securities, and as already intimated, new conditions affect the ability to meet financial obligations. The fact that a municipality never defaulted, does not mean a guarantee that it will never be in trouble. Is it not a fact that those who invested in British Consols before the war are now losers, and in the public mind this class of investment is about as solid as any that can be mentioned? So far as prices of securities are concerned, the

yield is sacrificed to safety, or in other words, the more secure the investment the smaller the rate of interest. There is nothing new in this doctrine, but it is one that seems to be forgotten in the many words that are used by those who which I come. Just here let me add that, among those re-wish to cast a reflection on debentures in the province from ported to be opposed to the purchase of Saskatchewan securities, are several large insurance companies whose head-Their objection is not taken, I understand, on the merits or quarters are in the East and who have funds for investment. indisputable securities which the municipalities of Saskatchewan can offer. But it is stated they are taking part in the present campaign to ostracize municipal debentures issued in Saskatchewan. They overlook the fact that thousands upon thousands of dollars come from Saskatchewan to their eastern offices in payment of premiums. I am informed that these companies, with few exceptions, refuse to invest their funds in Saskatchewan municipal securities. Is there not a danger that the policyholders of the West might retaliate in refusing to contribute further to companies which lend themselves to the boycotting of that portion of Canada in which the policyholders live, and turn their support only to thoroughly western companies? I am sorry that it is possible to mention dangers of the kind. If the bond dealers and those who speak for them, wish to drive a wedge between East and West, they are effectively doing so. No one is so childish as to plan revenge on those who would thus produce strife among the various sections of Canada, but the unfair criticism and well planned activities which have as their object the besmirching of all of Saskatchewan's municipal debentures in an effort to force provincial authorities cannot help but redound to the disadvantage of the Dominion itself, as well as to the confusion of those who precipitated the ill-feeling. Many millions of Saskatchewan money were invested in Victory Bonds. If the municipal debentures in that province are subjected to a boycott on the part of bond dealers would it be surprising if Saskatchewan people converted their Victory Bonds into cash and used the proceeds to invest in their own local and municipal securities and at a rate of interest higher than Victory Bonds yield?

The chairman of The Bond Dealers' Committee on Municipal Administration and Finance, after stating that there have been a number of rural telephone districts in default says: "There is no cause for alarm in the case of these debentures, because the indebtedness is not heavy as compared to the great security behind the bonds and payment in full is sure to be made." A similar statement, but one with more assurance even could be made relative to Saskatchewan's rural schools of which there are nearly four thousand. Of these a few where crop failure temporarily impeded progress, did not meet their debenture coupons on the due date, but they have an average of twenty square miles of good prairie land in each district, while the cost per acre for an average good school (including principal and interest), is less than 42c, while the telephone debenture charges are from 50c to \$1.00 per acre.

Previous to 1914 the Department of Municipal Affairs supervised the authorizing of debenture loans in all rural municipalities and villages. There are 301 rural municipalities and 344 villages. Not one of them is reported as in debenture default. Before 1914 cities and towns decided for themselves, usually a vote of the burgesses, whether or not they would undertake debenture loans. This method was similar to that in the other eight provinces of the Dominion for it was quite out of the ordinary for scrutiny to be given by any central authority to proposed loans by school districts or municipalities. Saskatchewan was the first province to create a body for the supervision of debenture loans on the part of municipal and school authorities, yet reckless writers (and they seem to be numerous), devote much space in certain papers in trying to hold the Local Government Board responsible for loans undertaken before the Board came into existence, or when Saskatchewan towns and cities followed the same routine as that in other provinces.

Time would fail me in an effort to give an outline of how each application for permission to borrow money by way of debenture is investigated by the Local Government Board. The resources of the local authority thus applying, its present debenture debt, if any, the possibility of development of the community (in a light free from local coloring), the actual need of the proposed improvement, and the feasibility of the entire scheme receive careful examination before debentures are approved, and even then, such debentures are not signed and sealed by the Local Government Board unless a sale is made at a satisfactory price.

Canadians are arousing to the benefits of having their municipal debentures purchased locally. When we met last

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year in Quebec, I was given some striking examples, in conversation, where eastern cities and towns had disposed of their securities "over the counter" in small amounts to suit the convenience of the buyers. Many good results come from this arrangement, and chief among them is the increased lively interest in the administration of the municipality on the part of those ratepayers who are the holders of its securities.

During last year debentures of municipalities, school districts and rural telephone companies, to the amount of \$4,152,731.72 were sold in the Province from which I come, and of this amount \$1,630,893 were purchased by Saskatchewan people.

But I must close. There are many points on "Municipal Borrowings" untouched by the foregoing remarks, but after attending all the conventions of this Union, for the last thirteen years, I am well aware that the short address is the acceptable one. I hope my dealing with the subject has not been sectional—if it has, I can only plead that it is natural to draw illustrations from the surroundings best known to us.

Let me say as a closing word that I appreciate in no uncertain manner the privilege of attending this twenty-first convention of the Union of Canadian Municipalities, a body which is destined to continue its aid to all the municipalities of our broad Dominion.

MAYOR PARNELL:—I move that a hearty vote of thanks be tendered the gentleman who prepared the paper. While to some degree it did deal with sectional conditions, the instances applied to all Canada.

ALDERMAN DIXON:—I wish to second the vote of thanks. I think Mr. Bayne deserves a great deal of credit for the thought he has given in preparing the report.

MAYOR HARDIE:—Mr. President, to make a paper valuable it should have discussion. We take too much for granted. Mr. Bayne, I have known for a great many years. He is an able financier. But, unfortunately, it is very infrequently I find myself in agreement with him. He has been dealing with civic financial matters for a long time. So have I. It looked to me when he was delivering his paper as if he was making an apology for his Government. His Government had allowed the municipalities go on spending moneys they could not afford, when suddenly they got alarmed; but they shut the barn-door after the horse had gone.

As you know, I am one of those who believe in absolute home rule for cities instead of having these governing bodies put so many rules upon us. Unfortunately, in our Province, and I think in all the other provinces too, instead of laying down the right rule of procedure in our charter they give us certain liberties and that is where the trouble is which had led the western cities into the difficulties they are in to-day. If cities were absolutely responsible for their own affairs, I do not see any reason why, with that responsibility upon them, they would not be just as conservative as the body such as Mr. Bayne represents in his particular province, or our utilities board represents in our own province. I do not say that I have any particular objection to them under present conditions; but I think they are unnecessary had the proper procedure been taken in the first place. I think it is a very great mistake for any province—and particularly the province of Saskatchewan—to have allowed its municipalities to develop such a tremendous handicap; and that is true not only with the province of Saskatchewan, but in the adjacent provinces. There was a time when one would have had no difficulty in borrowing money on reasonable terms; but now we find it is more difficult and to-day we can scarcely borrow any money.

Mr. Bayne says that a debt is an honourable one and it should be paid. There is no question about that. But, I say that since the province has given the municipalities the opportunity of getting out of debt by giving them control of their own affairs to meet the debt.

MR. HAROLD FISHER:—Mr. President, I am not sure that I agree with Mayor Hardie as to the remedy he has suggested in regard to the difficulties which are experienced in Saskatchewan and some other places at the present time. I do, however, agree with him in this point that the condition is a very serious one. Mr. Bayne, no doubt, is right when he says that there is no legal obligation on the Provincial Government to pay the debts of any municipality. I do not know that there is even a moral obligation. But, from the standpoint of expediency the matter should have very earnest consideration. I think Mr. Bayne's paper is open to this criticism that he emphasizes, undoubtedly, one aspect of the question and does not emphasize sufficiently another. He does not emphasize the seriousness of having municipalities default in Canada. It is true that the people who buy bonds do make some investigation. The financial houses who buy them in a wholesale way take them

and they sell them in small lots to a lot of people who are not very often able to investigate the merits of the security they are buying. These people do not know the difference between Regina, for instance, and Prince Albert. They do not know the difference between one municipality that is very sound and another that is not. All they know is that they are buying securities of some municipality somewhere in Canada. Now, if it could be said truthfully that no municipality in Canada ever defaulted in its bonds, that would be worth a great deal, not only to the small municipalities, but to the large ones; because, these people who are buying in the United States or who would buy in England are not able to judge between them. I am not sure that it would not be good business for Ottawa, or Montreal, or Toronto, if it were necessary as a matter of expediency to put up the necessary money to see that these small debts are paid because it has affected all of us.

Mr. Bayne asks why the interest rates for the municipalities are less than those of the Provincial Governments or the Dominion Government. I do not think there is any reason why they should be less. I think with the exception of one issue the city of Ottawa has borrowed its money at quite as low a rate as the Province of Ontario has; and if we had a condition of affairs in this country so that we could say that no Canadian municipality ever defaulted, it would have a wonderful effect in lowering the rate of interest in every municipality. I have always thought that the western provinces should consider this matter very carefully. I am not prepared to say how far they can afford to go. But, unless it is a very serious matter, it would be good business for the western provinces to assume the obligations of those defaulting municipalities for the benefit of all the provinces and of the Dominion.

MR. BAYNE:—In reply to the last few speakers, and, in particular with reference to Mayor Hardie's statement when he states he does not agree with me, I just want to explain that I am not here at all to apologize for any Government under the blue canopy of Heaven. I have simply dealt with municipal borrowings and with conditions as I have seen them. I started to deal with them generally, and I came down to the particular, and the particular instances were those with which I was more or less familiar. Home rule for cities is good as we know, but when a city or a town gets into default where or how do home rule privileges apply? You usually find them coming to the Government for assistance. In one Province in Canada there was a meeting of those who believed in absolute home rule for cities, and in a city adjacent a commission held a meeting within a few days to decide what should be done with defaulting towns and cities that had too much home rule. There is a happy medium, and as I explained in the paper, the creation of the Local Government Board, or this governing body, was accomplished largely at the instigation of the Union of Saskatchewan Municipalities themselves.

With reference to ex-Mayor Fisher's statement that it would be well if it could be said that no Canadian Municipality ever defaulted, that is what I have said. Don't we all want that? Would it not be a great thing if it could be said that no Canadian merchant ever defaulted? That no Canadian bank ever went broke? But we cannot say that now. There have been a number of municipalities in past days right here in Ontario who defaulted. The creditors of defaulting municipalities should be protected; but the whole province should not rush in to help them. Suppose the city of Kingston defaulted in its payments. I do not suppose for a moment it would—but how would the rate payers of Ottawa, in the province of Ontario, like to have the government take over Kingston's debts? Would they not have a real grievance? I think they would. Local self-government is given to these towns. We would prefer to see no municipality in debt, but why the rest of the province should take over the debt has not been established.

ALDERMAN DIXON:—Mr. Chairman, I might mention that in our district we had a few municipalities that were affected in that way. For the benefit of the lenders, and for the benefit of the credit of the city of Montreal and the province of Quebec, legislation was enacted last winter by our Provincial Government, whereby a Metropolitan Commission was created to look after those municipalities. The Province of Quebec has not guaranteed their debts. The Metropolitan Commission guarantees the debts, because the Provincial Government has given it that power. In all of these defaulting municipalities—and they are six in number—not one penny will be lost to the lender, because our government has come to their aid and laid the metropolis of Canada and the neighbouring municipalities as a guarantee of those which are in difficulty. What are we going to do with these municipalities? We are going to carry a burden that is heavier than they can carry, and we are certainly going to charge them more taxes than we would pay ourselves, because they have created the debt themselves; and in that way it may take ten, twenty, thirty or forty years before we get the municipalities out of the hole, but we will eventually. I am trying to preach that the credit of Canada should be upheld by every provincial government.

MR. FRED COOK:—Mr. Chairman, if there is one thing about Mr. Bayne's paper it is its timely character with reference to the propaganda which has been conducted for some time with regard to

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municipal securities. I do not know whether the gentlemen from the west saw a certain timely publication in an issue of the Toronto "Saturday Night," but only last week there was a very plain attack upon one Saskatchewan municipality—the city of Swift Current. When we have a gentleman like Mr. Bayne coming here and telling us that in that Province of 730 municipal bodies, less than twelve have experienced difficulty in meeting their debenture coupons, I think it is an assurance to us that things are not as bad as some people would depict. They have had a wonderful period of development in the west. Perhaps it has been a little overdone. Now is the era of retrenchment; and we can rest assured that the municipalities will retrench and that municipal bonds will be made good. I am glad that the paper has been presented at this time in view of the propaganda which is calculated to hurt municipal borrowings over the country.

MR. W. D. LIDTHALL:—This is a very important financial subject. I think if we look back we will find that all our governments or municipalities have done that very thing. Only a certain amount of delay will be the utmost evil that will have fallen upon the bond holders.

But I wish to take up a different aspect of the question. I think it is exceedingly well for us to understand the exact position of the defaulting municipalities in the vicinity of Montreal. There have been references made here to the evils of over-taxation of subdivisions—external sub-divisions which have been made and which cannot possibly be developed for a long time, and which have been the object clearly of land speculation. I want to explain that the municipalities in the neighborhood of Montreal, fortunately, are not too far from Montreal to be ultimately remedied in a reasonable time. They were small pieces of farm land—small municipalities of an absolutely rural character. They were looked upon as good subjects for the operation of land speculators, and the consequence was that the good land speculating companies took hold of these too small rural sections of farms and bought a considerable amount of the land, got control of these little places, got themselves or their

nominees elected members of the municipal councils, got these little places called by legislation by the high-sounding name of towns; and they then raised the valuations and made a tremendous amount of expense proportionate to the valuation. Having raised the valuations to something like four times the real or actual valuation as farm land. They knew from the beginning that these places would not be able to carry the expenditures that were being made. They knew from the beginning that these places would not be able to carry the expenditures that were being made. They borrowed on these high valuations. They took the money and expended the money on matters which did not justify the expense. And they then went to the Legislature asking to be allowed to borrow to pay the costs of these bond issues which the actual revenue could not pay. That was the situation. There were little municipalities with at the most four or five hundred thousand dollars of actual valuation as farm land loaded up with debts of something like between one or two million dollars. I think in two cases there was something like one million and a half dollars of indebtedness with no revenue, practically, to pay the interest on its bonds. There is an evil which I think we ought to raise our voices against. We ought to show right here among the municipalities and before the public of Canada the sort of things that is being done by speculators, and we ought to point out the evil accruing.

THE PRESIDENT:—Mr. Bayne, please accept the thanks of the Union for this excellent paper, the preparation of which you are so well fitted by experience as well as ability. It is a timely subject and you did good service in presenting it as you will realize by the discussion.

I have very much pleasure now in telling you that we have one of our relatives from the United States with us. I was going to say one of our American friends—Mr. H. W. Dodds, secretary of the National Municipal League of the United States.

Now, Mr. Dodds has been good enough to come here today to give us an address on, "Recent Developments in Municipal Government in the United States." I am sure we extend to Mr. Dodds a very warm welcome.

Recent Developments in Municipal Government in the United States

Mr. H. W. Dodds, Secretary National Municipal League.

MR. H. W. DODDS (Secretary National Municipal League of the United States):—Gentlemen of the Canadian Union, it is a very great pleasure to be able to bring to you the official greeting of the National Municipal League as I have been ordered to do by our president. I am trying in a very weak way to fill the place left vacant by Mr. Woodruff. Our association is not built on exactly the same lines as yours is, but the purposes are identical. The National Municipal League of the United States extends to the Canadian Union of Municipalities its heartfelt best wishes for long and continued service. It is particularly a personal pleasure to be here. I always like to come over into Canada, because my wife is a Nova Scotian "Blue Nose," and we have done our little bit to cement cordial relations between the two nations. We are getting along admirably, although we do have a little dispute occasionally on the point whether the band is playing "God Save the King," or "America."

Reverting to the subject of my address I would say that it is impossible to understand the present difficulties of municipal government in the United States without some knowledge of the early political doctrines embodied in American government one hundred years ago. The early nineteenth century was a period of intense political philosophizing and the theories of government and of the liberty of the citizen developed them are influential to-day. Municipal progress in our country must still reckon with the political philosophy which dominated the minds of the early Americans who took up arms against George III, or in sturdy self-reliance hued out fortunes for themselves in stern struggles with nature.

It was only natural that after the experience of the Revolutionary War the early Americans should have looked on government as a dangerous autocrat and, at best, a necessary evil. The functions of government were, of course, very simple. The few cities of moderate size had no need for a bacteriologist, a statistician, a chemist, a street railway expert, or a sanitary engineer. New York City, one hundred years ago, spent annually about one dollar per capita. To-day it is sixty times that amount. Living in simple circumstances, the American people did not make efficiency of government their first care. Their anxiety concerned rather the liberty of the citizen and their best thought turned towards devising ways by which it might be maintained. The doctrine of rotation in office under which men were not allowed to retain office very long, but were expected to retire after a term or two in favor of a neighbor, would never have been popular in a society which emphasized efficiency. Rotation in office or, in other words, the practice of passing a good thing around, sprang from the belief in the equality

of citizens and the ability of any amiable and ordinary person to fill any public office, and from the fear of an office-holding class. There are many evils in bureaucratic government, by which I mean, government by an office-holding class, but in America the danger to the liberty of the individual is not what we have to fear. With our ancestors, however, it was different, and popular antagonism against keeping a man long in office is still very general in the United States.

A second political doctrine which has always influenced American opinion and is still very apparent today, is known as the doctrine of checks and balances. It was supposed that by dividing government into three departments, the administrative, the executive and the judicial, and setting each department over against the others under a system of checks and balances, a perfect equilibrium could be established by which the designs of one ground would be defeated by the power of the others. The executive was made independent of the legislature and given a veto over the legislature, and the judiciary was made independent of both with power to determine the constitutionality of the acts of the other two. It was assumed that each of the three departments would seek to gather power to itself and to encroach upon the rights of the people. Through this three-fold distribution of power, the ability of any one department so to do would be prevented. It was purely a mechanistic theory of government. It was supposed that a machine would be set up, delicately balanced, so that equilibrium of forces would always be maintained. At best it was a static theory, poorly adopted to a developing country, and encouraged inertia and inaction rather than progress and action. The need for harmony between executive and legislature, if government is to work out a good end, was ignored. Our fathers were not thinking so much of an efficient government as a harmless government. Separation of the legislature and executive became a fetish. In municipal government, as in national and state government, cities adopted the two house legislature, one to be a check on the other, and both subject to limited executive veto. The mayor was separately elected by all the voters. Remembering George III, they were afraid to give the mayor much power, so along with him was created a host of administrative officials who were either elected by the people or appointed by the council. City government was modelled generally on the federal constitution. For our federal constitution there is much historical and practical justification, but it was extremely unfortunate that cities should have followed this pattern.

The third element of our political philosophy which we are to-day doing our best to live down, was the spoils system, made popular by Andrew Jackson when he turned out over two thousand federal

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holders and replaced them by men who had worked for his election. He cried "To the victor belong the spoils," which sounded like a fine sporting proposition and the American people responded quickly. About the time that the spoils system was introduced into our federal government, the big political parties of the nation began organizing themselves in each town and county. This meant that municipal elections were to follow national party lines and often the choice of a mayor or council was determined by national politics rather than by local policies. The introduction of the spoils system into local government was, therefore, to be expected. Of course, it broke down completely in later years under the increased complexity of the city's business. To confuse the situation further, millions of aliens flowed in who became the easy prey of corrupt political organization. Most of these aliens had had no voting rights at home and, therefore, were untrained politically. They didn't own any property and they followed many political leaders who tried to understand them and who appealed to race loyalty or prejudice. The fact that large portions of the city dwellers had no property made them uninterested in keeping taxes down or in efficient government. Largely strangers to American methods and to the business of self-government, it was only natural that they were susceptible victims of the wiles of the spoil politicians.

In the early days in our country the theory of democracy seemed to demand that all public offices be elective no matter how small or obscure they were. This was the method of the New England town meeting where as many as eighteen or twenty officers would be elected each year by a small neighborhood. I need not say that the theory that democratic government means election of a long string of officers is still prevalent with us to-day.

Because so many officers were elective it wasn't enough for a political party to secure a majority on the legislature only. They had to elect a large number of administrative officers also if they were to control the city. When the same political party controls the council and the mayor, the essential harmony between the two departments without which government comes to a deadlock, is secured. The political party, therefore, brought about a subjection of the executive to the legislature through the coherent power of party discipline. Without this our system could never have worked. But to secure the election of these administrative offices it was necessary to promise the minor offices to political workers and this introduction of politics into administration, in other words, the spoils system, was the thing which helped make American municipal government a failure.

Our city governments, poorly organized along lines which dissipated responsibility and destroyed efficiency, and thoroughly tainted with the spoils system, fell easy prey to those seeking special favors at city hall, and the city's government was so complicated and authority and responsibility so thoroughly disbursed that the best citizens didn't seem able to do anything about it.

City government became a disgrace. Off-times the state would step in and try to better things by depriving the city of home rule power over police, franchises, etc. The state would set up a police commission or a public service commission or a financial commission, appointed by the governor to administer the affairs of the city. This was in direct violation of the principle of home rule, but to give people home rule was thought to mean corruption and fraud.

To sum up. While American cities had many unusual difficulties and suffered many unusual temptations due to their rapid growth and alien population, the fact is that the early doctrine of checks and balances and separation of powers resulted in such an unwieldy government that it couldn't have succeeded under any modern circumstances. This early history that I have been recounting explains why municipal advancement came so late in the United States and why it still needs so much opposition from honest, but unthinking citizens. No one can explain the condition of American cities, which Bryce called our one conspicuous failure, unless he understands the background of popular philosophy and honest ideas which have been an obstacle to reform and an aid to political stagnation.

My subject is recent municipal progress, but what is progress? It is necessary to determine some standards of improvement in advance by which to judge.

The process of government involves two things. First, there must be determination of policy by some representative body, since it is impossible for all the people to meet together and deliberate. This representative body is the city council. Second, there must be effective carrying out of administration of the policies determined by the elected representatives. In a democratic government, the council or policy forming body must be sensitive at all points to the will of the people and the administration end must likewise be responsible to the policy forming body. Efficient government means that the will of the people must be administered efficiently which in turn means that those who administer government must be responsible and sensitive to the policy forming branch.

Have we, in the last twelve or fifteen years, been making any progress with respect to the policy framing end of our city govern-

ments? I am inclined to think that we have. Practically all our cities have abolished the old two chambered council which was so large and so irresponsible. Beginning with Boston in 1909, the second chamber is being rapidly abolished. Philadelphia, by her new charter in 1919, abolished the old two chambered council of 174 members in favor of a small body of 21. Everyone admits that the caliber of councilmen was greatly improved hereby. The position on council is now sufficiently prominent and responsible to appeal to a higher grade man than the old ward heeler.

Along with the abolition of the two chambered council has come the non-partisan ballot. Under the non-partisan ballot party designation are removed completely from the ballot. A man may be a Republican and have the backing of the Republican organization, but he is not allowed to place his name on the ballot as a Republican under the party emblem. I have already remarked that our national parties have been organized down to every ward and precinct for almost one hundred years. This was something new in the world, but other nations have followed us until now a number of European nations, including England, are somewhat embarrassed by the participation of national politics in local affairs. Local elections and offices are the fuel that keeps the party operating between national elections, and the spoils of local offices furnish a base of supplies for the state and national machine.

The difficulty, however, is that we have a constant confusion of issues. Local elections are carried on national party platforms. Many a village election in Pennsylvania has been carried on the tariff question. Now national parties never concern themselves with the local issues. A State political organization never concerns itself with a municipal issue. The consequence is that local issues which should be important and should receive a great deal of attention are ignored completely. The local Republican or Democratic organization doesn't have to bother itself very much about embarrassing local questions as long as they can keep the people excited over the tariff of a league of nations. So we have tried the non-partisan ballot which is an attempt to make the voter separate his local election from the national issues. In a number of states they have changed the time of the local election so that it does not fall the same time of year as national or state elections. No thinking person expects the non-partisan ballot to destroy local political organizations. In fact, most people believe that they are necessary and will always survive. But non-partisan elections do increase the freedom of the voter and make it possible for a Republican to vote for a Democrat whom he knows will make a good city official. National political issues have nothing to do with local elections. In those cities where a political machine was strongly entrenched under the banner of one of the big political parties its overthrow was practically impossible until the non-partisan ballot was introduced. This enabled good citizens to combine irrespective of national politics, something which was impossible as long as national party lines were accentuated. The non-partisan ballot, which has had a wide adoption the last twelve or fifteen years, is a real advance in city government. Along with the non-partisan ballot and the single house council, we have the introduction of preferential voting and proportional representation designed to make the council more sensitive to, and more thoroughly representative of public opinion. About forty cities have the preferential ballot in one form or another. Only four cities are working under proportional representation. Proportional representation is a new idea and confusing to most people at first glance. However, it is working well and will work well when the people come to understand it. Sacramento, Cal., has just held its first election under P.R. and is highly pleased with it. According to a San Francisco paper it is machine proof and the local political bosses admit that they failed and expect to fail in elections conducted under this system.

Undoubtedly, we have in the small, single chambered council, a much more representative body and capable of exceedingly better leadership than we had under the old system of two large houses. The old, large bicameral council didn't work out as the checks and balances theory intended. On the contrary it was the tool of the politicians who were able to control the mediocre men who were elected to the council. We have made some progress in this first test of government. We have better policy framing bodies than we had fifteen years ago.

But, granting that our city councils are more sensitive to public opinion than they used to be, have American cities made any progress in the administrative field which is bringing about more effective administration. Everyone will admit that no matter how representative and excellent a city council is, government is a failure unless the administrative machinery is developed to give prompt and effective expression of public opinion in concrete action. I have already tried to show that most of our administrative difficulties can be traced back to the unfortunate political philosophy which obtained three generations ago. The fear of executive autocracy and the belief that the other departments of government should be set up as a check and a balance on executive power resulted in a very weak mayor. Off-times he did not have the power of selecting his administrative subordinates which, of course, gave him little or no control over them. The administrative organization was scattered and

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confused in much the same manner as in our state government to-day. The city had no chief executive in the real sense of the term.

But in 1901, a vast tidal wave destroyed a large part of the city of Galveston. The city government was already in serious difficulties because her funds had been squandered by politicians. Her condition was so poor that municipal paper sold at about 50c. on the dollar.

The disaster prostrated the city. The old political organization proved itself totally inadequate to rehabilitate the community. The people of the city secured a law from the state legislature by which the municipal government was declared virtually a bankrupt, and a commission of three people was appointed to take charge of affairs much as receivers do in a case of a private corporation. This law was later amended to increase this commission to five and to make them elective by the people instead of appointed by the governor as the first three had been, and so commission government was born.

Its success in Galveston led to its spread elsewhere. Des Moines, a few years later, adopted the plan and tied up with it a non-partisan election, competitive civil service examinations, and the initiative, referendum and recall. These were added to make the government more democratic, for the essence of the scheme is to concentrate in the hands of five commissioners all the executive and legislative powers of the city. The city administration is divided into five major departments, and each department is headed by one of these elective commissioners. The commissioners as a body pass all the ordinances or by laws.

I have said that the plan became immensely popular. Almost 500 cities have adopted it. Its merits consist in its simplicity and the concentration of full responsibility upon these five men. The opportunity for political deals and for delay by "passing the buck;" was greatly reduced. As in the case of all reform movements, the new government attracted at first citizens of high ability and undoubted motives. As time went on certain weaknesses began to develop which I believe to be inherent in the plan and which have discouraged more and more the so called leading citizen from seeking public office.

In the first place it is a government by commission, and a board or commission, we find to be a very poor administrative head. The men in charge of police and fire protection may find the rest of the commission out-voting him on appointments or purchases within his own department. A majority of three is necessary to important administrative as well as legislative action. One can readily imagine that this would lead to friction and lack of harmony in administrative purpose. There is no single individual exercising administrative responsibility over all the work of the city, and thus co-ordinating its various activities, Department heads, as I have indicated, either develop friction or work out in gentlemen's agreement by which each is put "on his own." There is often no assurance that all the departments are working towards a common end. Sometimes they may be found bidding each against other for supplies in the open market.

In the second place, we have two practically mutually exclusive functions vested in the same individuals, namely, the legislative and executive functions. Now the people are not competent to choose administrative talent simply because they will not interest themselves in it. They elect public servants because they like them and trust them, because they agree with their policies and platform. They do not elect them because of technical experience or training in a particular administrative capacity so that, while these five commissioners may make up a very good legislative body, when it comes to the administration of the complicated detail of a city's business they are the rawest amateurs. What we have under commission government then is government by amateurs. Thus a harness maker becomes commissioner of health, a horse shoer becomes commissioner of street and bridges, a type-setter becomes a commissioner of finance, a barber, commission of public utilities, a house mover, commissioner of parks and sanitation. I do not mean to reflect upon the ability of these people in their private occupations or their fitness to represent their constituencies in any legislative body. I do mean to say that by training and experience they were wholly unfitted for the administrative jobs to which they were elected. The people usually require that the law commissioner be a lawyer, but demand no professional qualifications of the other commissioners at all.

A third argument often used against commission government is that the appropriating and spending power are in the hands of the same individuals, which is apt to lead to extravagance. The most honest of commissioners is ambitious for his department, anxious to increase its influence and patronage, therefore, he is quite willing to approve large appropriations to other departments, if they will do as much for him. There is no separate appropriating body to review the requests of the department heads and cut down the budget where expenses do not seem warranted. Commission government had its origin in an accident. Its spread has been due to the fact that it was a distinct improvement over the old slip shod city government.

In the larger cities the course of improvement has been away from commission government in the direction of the strong mayor plan, and the single chambered council. Full executive power and responsibility is lodged in the mayor who has the appointment of his subordinate officers. The mayor oversees their work and is responsible for their success or failure. He has the power of removing unsatisfactory officials and can properly be blamed for any serious defects in the city administration. You see that this is progress towards simplicity and consolidation of power on the theory that it is best to put all your eggs in one basket and watch the basket. Cities like Boston, Cleveland, Toledo, Detroit, Philadelphia and many others have adopted this plan. It gives the mayor the position of leadership in city affairs comparable to our president in national matters. I think that on the whole we get better mayors. Higher grade men are attracted to the position because of the freedom they have and the chance to do something.

While the mayor, because of his position and power, is usually considered the legislative leader, it often happens that he is a poor administrator. You can run over the list of American mayors to-day and only occasionally will you find a man who would rank high in private business as an administrator of men and things. You will find in the office of mayor prominent politicians, men who have the confidence of the people and whom the people will follow, successful lawyers, occasionally a successful business man, all thoroughly competent to represent public opinion in an honest capacity, but rarely of the type to head up a vast business organization. So much of the work of a modern city concerns administration of streets, the administration of fire, the difficult job of police administration, the care of parks and public property. These are largely jobs of administration, complicated, I admit, by the fact that contract with the public cannot be overlooked. Therefore, what is needed as the administrative head of the city is a man who has made public administration a profession and not a man who has made politics a profession, honorable though it be. You see I am not charging most of our mayors with dishonesty or incapacity as political agents of the people. I am simply claiming that when a man is elected mayor, he comes to his job often without the particular training or the particular experience which fits him for administering a highly specialized but complicated machine. In our large cities a strong, vigorous mayor with a large following can accomplish a lot, but what he accomplishes is usually as political leader of the people. Someone is needed to fill the other job of manager of the details of the great public enterprise. Millions of dollars are lost each year in the United States through leaks which a mayor could stop if most of his time were not taken up in other ways. What many people are coming to think necessary is something corresponding to a business manager who will not mix in politics, but who will be on the job day in and day out to see that the mechanism of city government functions smoothly and without waste.

And so we come to the city manager plan which was designed to fill the need for a non-political manager of the city's business. The city manager, chosen by the council, for an indefinite term and removable by the council at any time with power to hire and fire his chief subordinates, is the essence of the plan. The council itself, unlike commission government, does not engage directly in the administration of municipal affairs. For this they hold the manager responsible. They pass the ordinances, authorize the expenditures; if they are dissatisfied with any aspect of the city's administration they bring it to the attention of the manager who makes good or gets out.

The city manager plan is modeled on the other forms of human association without being complicated by the false political theory of one hundred years ago. Take a trade union, a voter's league, a business corporation, or a debating club, and you will usually find a small legislative body called the council or board of directors who are directly responsible for the policies of the organization. You will then usually find a man chosen by the board of directors or council, or if the membership be small, perhaps by the members themselves, who is charged with the responsibility of carrying on the business of the organization. Whenever the affairs of the group reach any importance they find it better to give over to a full time man, payed an adequate salary, the position of managing the multitudinous details of the organization. Usually there is a president who might correspond to the mayor, but the business management, the detailed execution of the organization's plans are in the hands of a single executive, chosen by the board of directors after serious study of various candidates.

In addition to the simplicity of the plan, city manager government which is now so much discussed in the United States, opens up for the first time in our history a new profession of public service. Of course, England and continental cities have been accustomed to retain their civil servants for years. They thus secure a vast fund of experience and develop professional standards. Until the appearance of city manager government we, in America, seemed to have no openings for a profession of public servants. But under the city manager plan a man may be promoted from town to town. His success and reputation depends upon how efficiently and scientifically

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he manages the city's business. Special training he finds to be an added advantage. He is a student of public administration and may be considered an expert in the subject.

City manager government, therefore, has opened up to us in the United States, a chance for the expert in public service. We have accepted the expert in every other phase of human life. We don't call the clergyman to attend a sick baby nor do we expect an oculist to be able to sew up a rip in our coat. If we have a chimney to build, we call in a bricklayer.

Heretofore, any amiable gentleman, however, has been deemed able to jump in and take charge of a city government. American traditions have opposed government by the expert because of the general sentiment of equality and the fear of an autocrat above described. When you think of the thousand and one specialized things that a city has to do and the two thousand and one things it will probably have to do tomorrow, you realize how utterly important we are, unless we recognize the need for specialization here as in other things of life. We are beginning to discover that in the question of method and means we must rely on the expert. George Bernard Shaw in one of his peppery introductions to his plays discusses this problem. If Mrs. Squeers who is in charge of a children's school, undertakes to open an abscess on her pupil's head with an inky pen knife, we cannot condemn her good intentions but we must condemn her method. The end she seeks to attain is laudable, but the means by which she would attain it are wrong. Like the rest of us, Mrs. Squeers is perfectly competent to judge of the general results she wants to obtain. Take any group of elected representatives of the people and they are perfectly competent to determine the broad policies which make for municipal progress, but when it comes to the technical means of securing these results in the quickest and most economical way they are as much at loss as was Mrs. Squeers when her good intentions lead her to undertake her historic operation. What Mrs. Squeers should have done was to have called in an expert and held him responsible for attaining the end she had in mind. The same is true in government.

I have said that we do not secure the expert in our popularly elected mayors. As a matter of fact, you can't secure high administrative ability by popular elections. When Yale university recently chose a president, they did not do so by popular vote of the alumni. They selected a small board to do this for them. The people can choose representatives to reflect their policies, but where special knowledge or special capacity to execute policies is required in the individual, the people at large cannot choose. They haven't the time or the opportunity or the knowledge of the subject to decide on candidates, and when they elect a chief administrator they are guided by the same motives as when they choose the representatives. To choose a good administrator you must have a special acquaintance with the candidates, else you will be misled. Experts cannot be had by election.

City manager government recognizes this. It does not provide that the manager should be popularly chosen, but provides that the small council shall, on the basis of close study and examination, choose the administrator. But the people are perfectly competent to judge of the results of administration, whether they are satisfied or not. Your expert comes in as an advisor, an executor of policy; the determination of policy and the decision as to whether or not the execution has been satisfactory must remain to the people. All this is provided for in the city manager plan.

About 250 cities in the United States have adopted city manager government, and the number is increasing at present at the rate of about one a week. The big idea in it is the recognition of special ability in managing a city's business and the determination on the part of the people that cheap politics and the spoils system must be removed from city government. The old arguments about the fear of autocracy are always used in a city manager campaign. As a matter of fact, this form is the most democratic and responsible form of all, and is so being accepted.

The essence of the efficiency idea in the United States is that government shall be as efficient in administration as private business. The change which municipal government has gone through in the last fifteen years, resulting in greatly simplified municipal machinery, is the result of the demand for greater efficiency. Until city government demonstrates that it can be as efficient as private business, municipal trading will not be an attractive policy to the business man.

I have no time to take up the special phases of municipal administration to discuss the progress being made. In municipal finance, for example, the general adoption of the executive budget, scientific assessments, special assessments for public improvements and better borrowing practices are indications of progress. American cities have issued bonds to buy street brooms, but I think that day has passed. The civil service reform movement has been directed towards the elimination of the spoils system. The next step is higher efficiency in the civil service. By proper grading, salary standardization, better personnel management, we shall release much creative effort in city government which is at present suppres-

sed. Better pension systems which have decent reserve allowances to put them on a sound fiscal basis are being adopted. City planning is a new subject, but is being received eagerly. Encouraging starts have been made, much remains to be done, but the idea is being sold rapidly and will prevail. Police administration is slowly becoming a science. Every city of any size is now proud of its social and welfare activities.

But perhaps the most promising evidence of progress in the last ten or fifteen years is the awakened interest in municipal government on the part of the people. It is true that past improvements seem to have been attained at terrific costs when we consider the years of effort involved. But over a fourth of our states have given the cities power to draft their own charters and about ten others allow them to choose from several optional forms of city government. Every campaign for the adoption of a charter has become a school in political education. Voter's organizations and research bureaus are common. Lord Bryce in his recent book, "Modern Democracies," has called attention to the respect and attention which a reformer receives to-day as compared with twenty-five years ago. Then he was a voice crying in the wilderness. To-day he is respected. Fifteen years ago the fight was *against graft*. To-day it is for *efficiency*. We know now that loss of funds and the demoralization of public service because of inefficiency is much greater than because of gross graft. The awakened public interest and the sensitized popular conscience is perhaps the most signal accomplishment of the last fifteen years.

MAYOR PARNELL:—I take it that the gentleman did not approve of the sinking fund. I would like to be corrected if my impression is wrong. If my impression is right, would he explain to us what he means by that?

MR. DODDS:—With the modern bond, there is no good excuse for a sinking fund; they are a constant temptation. The markets are coming to prefer the serial bonds. Serial bonds are as easily marketable as sinking fund bonds. What is the use of going through all the trouble of maintaining a sinking fund with all the risk that it involves, when the best you can do to-day is to break even on it; when a system of serials, properly guarded, gives you more laxity. It is a direct obligation that has to be met. The temptation is always to postpone the charge to future generations, of course. That is not fair. The sinking fund increases the temptation. It seems to me that the sinking fund is the only way to pay it off. It takes less effort on the part of everybody.

MAYOR PARNELL:—How do you collect the funds?

MR. DODDS:—By taxation.

MAYOR PARNELL:—Do you collect it ahead?

MR. DODDS:—No, you issue your bonds for twenty years. If you wish to retire a certain number of bonds issued, you divide your bonds into twenty lots. Perhaps you want to pay them in two lots in which you divide them into nineteen lots, and at the end of each year a certain proportion of the bonds fall due and are paid off by taxation; but the taxation to pay them off is no larger than the contribution necessary for the sinking fund.

MAYOR PARNELL:—That money is collected by you?

MR. DODDS:—Yes, that money collected pays it off. I am not a municipal bond expert; but we had a committee working on it for the past few months, and it was a real surprise to me to find how the bond market had come to prefer the serial bond to the sinking fund, because of the manifold temptations and possibilities of error; and it is practically impossible to arrange a system of sinking fund which will be automatic and compulsory. In studying the sinking funds of the various states of the Union we disclosed a lot of surprising things. A lot of them are very bad. The burden has been too heavy. At the end of the term you are paying for improvements that were worn out twenty years ago.

MAYOR HARDIE:—Mr. President, the London market will not accept the serial bond. We have all pretty nearly agreed in the west that possibly there would be a greater security in the serial bond. I have noticed that a great many of the western cities which adopted it have gone back to the sinking fund bond, and have adopted the Winnipeg system of keeping the sinking fund up, which, I think, is the best system of bond handling I know of; and they are certainly getting results.

When I began my municipal experience I had very great difficulty in accomplishing anything; but I cannot conceive how anybody can accomplish very much under a board of aldermen. I know I will receive a great deal of criticism from that statement; but you know the city of Lethbridge has had commission government for the last three years, and has the reputation of being the best conducted city west of Winnipeg. Our financial standing is good, excepting what I referred to about the evil influences that came from other sections of the country and from which we have suffered; but, today, we stand as well as any other city in Canada. I have only one objection to my particular job and it is that I am in charge of the police, and it is a very difficult job while we have prohibition. It creates all kinds of trouble with bootleggers and those people who deal illicitly in what some people think is good legitimate stuff. There is only one thing that I want to call attention to, and that is that very few of the cities which have adopted commission government have gone back on it. My friend mentioned that some forty

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have gone back on it which to me is a surprise, because I have been investigating for some time and I find they have hung on pretty well to commission government. People say there is no prospect of them going back on that form of government, because it is giving satisfaction; but there are a small part of the people who think it may advance to the general managership. It is a question whether it is a better form of government. We suggested to our people that it might come to managerial government. For the last year a committee of forty people have been considering this managerial question. I believe it has come to be side-tracked in our city although it has all the influence I can lend.

I do not know whether any particular form of government is more democratic than another; and, after all, I question whether the most democratic government is the most desirable in civic government. The best form of government we have in the whole of Canada is that of the city of Vancouver, and they have an autocratic one-man government. It has proved that if western cities would submit for five or ten years to put themselves in the hands of a good man that they would get out of the hole, and could then revert back to the old system of democratic government where everybody would have a say in government matters; but not up against the proposition of contending with the enormously large debt such as we have to pay.

That is the difficulty of the whole situation. People who spend their own money do not realize what a debt means to them. If they want roads, they want them, and they do not give a continental whether they have the money to pay for them. They demand these things.

A number of years ago I made an investigation into pretty nearly every city in Canada and a great many cities of the United States, and I found that where the adjustment amounted to more than one thousand dollars per capita and the mill rate was more than sixteen mills, payments began to be in default. I applied that to our western cities, and I found that they were paying twenty-five mills on that particular ratio, and as long as that was followed, taxes were paid one hundred cents on the dollar, but immediately the tax rate got above twenty-five mills, payments began to fall off. I believe the proper solution is not a general manager, but an absolutely autocratic government.

MAYOR THURBER:—After hearing Mr. Dodds' paper on municipal government, it appeals to me, as it does to Mayor Hardie,

that conditions in different parts of the world require different forms of government. I remember about eight years ago in Ottawa there was held a town planning convention, and one of the best speeches I have ever heard on municipal affairs was delivered in Ottawa in one of the big halls of the House of Parliament by the then Mayor of Winnipeg, Mr. Waugh. The Governor General was present. Mr. Waugh in his speech said that as far as he could see, in the history of municipal affairs from the early days of Rome to the present day, the best form of government was that of representation by the people; and representation by the people is a very democratic form of government. The great trouble was with the rate-payers and the voters on polling day. The votes did not come in, and the curse of this form of election was running to find and search for voters. He concluded by saying that it ought to be so—and the people of Canada would appreciate very much if it was so—that some legislation were enacted to make it compulsory for citizens to vote on polling day. Now this question of compulsory voting does not appeal very much to our legislatures. We have appealed to our local government, and we have consulted some of the members of parliament and the ministers; but they are in some way scared to take up this question or bring it up in parliament. I know for a fact that in some countries voting on polling day is compulsory for all citizens. I am sure that Mr. Dodds is convinced that the proper government is by representation, no matter if it is by controllers, by commissioners, or by mayor and council. We must not get away from representation by the people. Now, I intend to lay before this convention the advisability of asking the local governments to take up this question of compulsory voting on polling day.

THE PRESIDENT:—Mr. Dodds, if you will allow me, I will again emphasize the very cordial welcome which you have from this Union on your visit here. Such visits in themselves are bound to create a good atmosphere and to produce beneficial results and contribute to the well-being of this Union and the individual delegates. You are welcome not only in your individual capacity, but as the representative of the National Municipal League of the United States. Your address this afternoon—your problems are common also with us—has been interesting and inspiring and contributes to the result that we expect from a Convention of this kind.

Let me add that I hope you will be with us for the rest of our time, and that you will do us the compliment of taking part in any discussion that comes up and give us the benefit of your experience and presence.

The Convention then adjourned.

Municipalities and Health

DR. A. J. AMYOT; C.M.G.

WEDNESDAY, 27th JULY, 1921, 8.00 P.M.

THE PRESIDENT:—Gentlemen, the next subject on our programme is "Municipalities and Health" by Dr. Amyot, Deputy Minister of Health.

DR. A. J. AMYOT, C.M.G., M.B. (Deputy Minister of Health):—Mr. Chairman, Ladies and Gentlemen: I was asked by your committee to take up this subject of Health and the Municipalities. I just wondered what would be the most useful to you; and it occurred to me that a discussion of some of our Acts where they cross over on the municipality, such as our Food Act, our Narcotic Drug Act, our Venereal Disease control and such subjects would interest you and would be of some use to you. I will first speak of the relationship of the Federal Department of Health and the Provincial Department of Health to the municipalities. When The Federal Department of Health was formed this clause was inserted:—

"Nothing in this Act or in any regulation made thereunder shall authorize the minister or any officer of the Department of Health to exercise any jurisdiction or control over any province or municipal Board of Health or other health authority operating under the laws of any province."

Now, that means that we adhere to our principle of government here in Canada of decentralization, which means putting the law for its execution and carrying out right into the municipality.

We went to war to fight centralized government. One step more and the German nation would have been a slave nation. It pretty nearly was. They built them fine houses and fine beer gardens and gave them fine beer and fine bands, but that is all. They were slaves to a system. Now, everything in this country from the very first history has been decentralization and to keep a centralized government for the municipalities. Of course, that means that the municipality, then, is the responsible thing. It is the place that is responsible for carrying out certain functions. In the army we had that trouble. We used to run around for the sanitary officer and tell him we had a dead horse and wanted it removed. It wasn't the business of the sanitary officer to remove

it. The sanitary officer could go back to the unit and say the regulations call for you as a unit to look after your own cleanliness and health, and if you do not get that horse out before to-morrow, the matter will be reported to the divisional commander as a nuisance. It was up to the unit to clean up for itself. So it is with the municipality. The public health of the municipality is supreme, and it is self-contained, and it has all the laws that are necessary for the protection of the public health in Canada; therefore, it is up to the municipality to carry out those laws.

There is another point with reference to the health authorities in the municipalities, and it is that they are your advisers, just as they were in the army. They are the advisers of the authorities of the units which you represent.

In the army, if the advice of the medical officer was not taken, the officer in command of the unit was responsible for the consequences; and if it came to an investigation, he was the one that they went after for an explanation. But in the army they tried centralizing after the army was well developed—after three years. It was only then that they really and seriously began to fight the Germans. The Germans were ahead of them for three years. Then, sanitation was properly carried out in the army, and it was carried out by the units.

And so it is with the municipalities to carry out their work; and you have laws quite sufficient for the purpose.

Now, you say, what good is the Federal Department of Health if it cannot function for the municipalities? Well, it has to protect against the most infectious diseases from the outside, and it has charge of quarantine for that purpose. It conducts the medical examination of all immigrants coming into Canada in order to keep out the insane, the mentally defective as much as is possible. It has control over tuberculosis; it has control over physical defects such as would be a handicap in making a living in this country and would render the party a public charge—fill your poor houses, eat up your soup kitchens, and perhaps become anti-social, ending up in your jails and penitentiaries, becoming insane and filling up your asylums. The object of medical service in examining immigrants is to eliminate as many of the deficient of those people as can possibly be done under the circumstances. It is a difficult proposition

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when five hundred or a thousand people are coming down off a boat and the railway companies have their trains on time and expect to get off at eleven o'clock and it is then ten o'clock, and they want to get these people on the trains so that the trains will meet some other trains and not mix up the schedule. The culling is done there. Fortunately, we have a period of from two to three years in which we can pick up our mistakes and get the people back. If you have in your municipalities recent arrivals whom you recognize to be a charge on the municipality, you have only to apply to the Department of Immigration—not the Department of Health. The Department of Health makes the medical examination of the immigrants as they come in. The Immigration Act is carried out by the Department of Immigration and Colonization. If you have such individuals that are already becoming a charge, it is for you, in order to get redress, to apply to the Department of Immigration for the deportation of those individuals and you will have a hearing and an examination will be made of the individuals and disposal will be made of them if they come within the Immigration Act. There are some cases where you cannot dispose of them; but a good deal can be done to relieve you of these charges.

Of course, we have to think of the humanitarian side also. Some people are humanitarians until it commences to hit their pockets; then they want everybody deported. Sometimes people become unhumanitarian when they want that sort of thing done. This is where the levelling up has to be done.

Besides that, the Federal Department of Health looks after sick mariners; and those of you who are living on the seashore, in seaport towns, know that a sick mariner under the old condition of affairs, just as soon as he left his ship was sent adrift. To-day, if a ship is wrecked we will say at eleven o'clock, you will find that the ship people have cut his pay off from eleven o'clock to-day. They just ship them right ashore. The government found that it was necessary, years ago, to collect a tax from all ships, according to necessary, to make up a fund which is known as the "sick mariners' fund," and through that the sick mariners are to be treated while ill, given hospital accommodation, medical treatment, and looked after until they are well; and then sent back to their ship to be dealt with by them. It was found necessary, or they would have been shifted on to the towns and would have got no attention at all in many cases.

Then, aside from that, the Department of Health has certain other Acts that they carry out. One of them is the Food and Drug Act. It used to be known as the old Adulteration Act. But in 1920 it was revised, and to-day is known as the Food and Drug Act. This Act leads the Department of Health into practically every town and hamlet in Canada. It is a matter of trade, and, therefore, carries them wherever trade is done; and the beauty of it is that it protects people against fraud in their food and drugs—that is, in the materials themselves. We could have a much bigger department looking after this matter than we have; but, like everything else, a start must be made, and you must keep within the resources of the country. We have now in Canada four laboratories—one at Halifax, one at Montreal, one at Ottawa, one at Winnipeg; and at Vancouver. These are laboratories to which there is now another at Vancouver. These are laboratories to which samples collected by the inspectors can be sent for analysis before taking any proceedings. Besides that we have twenty-five full-time inspectors. It is not many for the Dominion of Canada, but it is a good start, and they are fairly well organized. The object of the Act is not so much to chase up every delinquent, but to get enough of them to make the other delinquents take notice and be good. Up to a few years ago, many of these inspectors were part-time inspectors. That is, they acted in conjunction with the Inland Revenue excise officers. Now, the inspectors are full-time food and drug inspectors. Their object is chiefly to go into the places where the food is exposed for sale to the public; that is, to the retailers, and through these retail dealers to get back to the manufacturers of food. Sometimes the retailer thinks it is a hardship that we should seize his goods and prosecute him; but he has this redress, if he can point out under the circumstances that he got these goods in good faith from the wholesaler, the wholesaler may be brought in as a third party and the retailer drops out and the wholesaler gets what is coming to him. The Act is so fixed.

Now, there are certain principles which underlie the Food and Drug Act. What we are trying to do is see that the people get what the article is represented to be. If it is coffee, it must be coffee, and not peas or beans. If the goods are labelled coffee, they must be coffee. The mere fact that it is named coffee means that it must be coffee. Now, if you want to sell a blend of coffees, then it must be labelled as a blend; that is, a mixture of coffees. Now, it often happens that they mix Java coffee with Brazilian coffee or Moca coffee and they make up a blend of coffee. Take flour, for example. We rarely have good pure flour made out of one kind of wheat. You could not make flour to be used for bread out of Manitoba hard wheat; it would crumble. You could not make flour to be used for bread out of the kind of flour that is used to make macaroni, because it would be dough-like. They mix these things and make a blend of flour; and nearly all the flour that we have is a blend. Now, these are named differently by different manufacturers, but they are

blends. So, if it is a blend it must be named as a blend. Suppose they make up coffee with chicory. Chicory is just that ordinary blue plant we call the corn plant here. They take the roots, dry them, cut them up and mix them with coffee to about twenty-five per cent. It is cheaper than coffee. That is a mixture, and it must be named as a mixture. If there is more than fifty per cent of chicory with some coffee added, it must be called chicory with coffee added. If there is more than fifty per cent of coffee, it is called coffee with chicory added. The object of the Act is to have conspicuously named on their label what the article is—whether it is a compound, whether it is an imitation, or a mixture, or a blend; or whether it is the pure stuff. What it is labelled it must correspond to. If it does not, then we pursue the individual. The object is to have the article named what it is and to let the people know. How much there is must also be labelled. The name of the individual must be placed on the article when it is put up in packages so we know who the manufacturer is. Some manufacturers object to that. They say they do not want the name put on the green panel of the label. We told them that sometimes people try to imitate an honest manufacturer's biscuits, because he knows that those biscuits are a certain thing. People who go to buy Christie's biscuits do not want McCormick's biscuits. Some fellows will come along and imitate Christie's label so well that ordinary people take a box thinking they are getting Christie's biscuits, and then they find the name of the manufacturer is away round on the back of the box; but when they put the name on the front of the label, the people are apt to see it. We try to make them name the article without subterfuge. We do not allow any color in foods, unless the color is a harmless color. It must be stated that it is colored. If preservatives are used, it must be stated that they are used; and there are certain preservatives that are not allowed at all.

Now, some people will say that preservatives should be used, because it is better than letting the food go bad. It does save a lot of food, but if you let them go you can imagine taking a meal in the morning with your oatmeal preservatives, and your bacon preservatives, and your marmalade preservatives, and your coffee preservatives. You would be a drug shop before you got through. You would have your canned goods and your pickles and everything else with preservatives in them, and during the daytime you might take down two different kinds of drugs, because these preservatives are drugs. Now, the coffee contains a little. We allow only a certain quantity which are harmless as far as is known at the present time. We make them declare the fact and put it on the label so that we know that it is a preservative and take it at our own risk. We cannot prevent people getting what they want. They take the consequences.

That stuff known as saccharine, which is a very sweet material, said to be five or six hundred times sweeter than sugar is a drug like quinine. It happens to be sweet instead of bitter. You could not take ten grains of quinine or ten grains of saccharine without producing the drug; and if you take it for a length of time it is like taking carbolic acid. Saccharine is allowed to be used only in certain quantities; and when it is there they must declare that it is there; and when an article is sweetened with saccharine it must be stated that it is sweetened with saccharine and not with sugar.

There you have your protection, and we have our inspectors to look after the laws.

Now, a lot of other foods like milk which our Department of Health looks after in the same way we make a regulation standard for. The standard for milk that we have made in Canada is three and a quarter per cent butter fat. Out in British Columbia where everything is big, they produce milk with three and a half and three and three-quarters and four per cent butter fat; but, if you go away down east where the trees are stunted, where the spruce does not grow more than four inches in diameter, the cows do not produce more than three and a half per cent butter fat. We have to make a standard for both ends of the continent, and three and a quarter per cent is that. Your municipalities may make their own by-laws, and they may make standards for themselves. If they want four per cent of butter fat they ask for it. They may not be able to get it. The cows may not be able to produce it. But you have a right to make these laws for yourselves, and it is up to you to carry them out. If your laws cannot be carried out you will soon stop it, but you have your rights.

Now, since the Dominion Government cannot put more than twenty-five inspectors across the country, for the time being anyway, knowing that Toronto, Winnipeg, Lethbridge, Halifax or any of these cities want more inspectors than we can possibly supply, they may appoint inspectors.

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"The council of any city, town, county or village or other municipality may appoint one or more inspectors of food and drugs and any such inspectors may require the Dominion analyst to analyse any samples of food or drugs procured by him if such samples have been procured in accordance with the requirements of this Act."

You cannot go and just snatch up a specimen and take it there. The man who owned that specimen has got to pay the fine, and you must properly collect it. You must collect the sample to safeguard his interests and the interest of the officer who does it. There are certain requirements for the collection of such samples. If these

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requirements are followed, your inspector may call on the Dominion analyst, who is represented in these different laboratories, for an analysis.

ALDERMAN DIXON:—And the government of Canada pays the inspector his salary?

DR. AMYOT:—Oh, no; if you want that luxury, you must pay for it.

ALDERMAN DIXON:—It is not a luxury from your point of view.

DR. AMYOT:—That is the municipal law now.

ALDERMAN DIXON:—It is a privilege we have, but we have to pay for it?

DR. AMYOT:—Oh, yes.

MR. FRED COOK:—Do you charge for the analysis?

DR. AMYOT:—I will come to that.

ALDERMAN SARGENT:—You said that the municipality could establish a standard for milk; would that be under your own law?

DR. AMYOT:—That would be under the provincial law.

ALDERMAN SARGENT:—The province would have to have a law?

DR. AMYOT:—They usually have a standard law, and the local authorities would establish a law under their's.

Now, after the inspector has collected his sample and has sent it to the Dominion analyst to be examined, he has to pay a fee of five dollars. The specimen is examined and the report is given to the inspector. The inspector acts on that report. Any fines or collections of costs are collected by the municipality and they belong to the municipality. That is where they recoup themselves. The only expense they pay to the Dominion is the five dollars for the analysis.

ALDERMAN DIXON:—Provided he is found guilty.

DR. AMYOT:—Yes, that is your privilege.

ALDERMAN DIXON:—No, I think it is the privilege of the Dominion people to appoint more inspectors.

DR. AMYOT:—That is the way these inspectors may act.

The idea of the Patent Medicine Act is that the people shall know as far as is possible the contents of what they are taking where it is harmful. People ought to realize that you cannot take shotgun preparations for all sorts of ills. What is good for one man's headache may not be good for another man's headache. One man may have it because his blood is being pumped at too great a pressure, while the other man's may be due to not enough pressure to send the blood up to his head. It may be due to overwork, poison, or a dozen different reasons. The headache powder is not a palliate; it does not cure him at all.

I remember well during the time of the influenza in the army, the Australians were very much perturbed because they could not get any aspirin or antipyrine. There were none in the country; and they found out curiously two or three weeks afterwards that the patients, instead of losing strength, were gaining strength. Then an order was issued in the British army and in the Canadian army that none of these preparations were to be used in the treatment of influenza cases, unless they were especially necessary. No ordinary medical man could administer it.

They did it for the preservation of the men. It is like the man who took morphine for his cough. It relieved his cough; but we have seen youngsters die when they were given morphia or opium for the relief of their cough, because they became so insensible in the larynx that they could not expectorate, and they water-logged and drowned as if they were dropped into the Ottawa river.

Now, there are a lot of harmless drugs which people think they must have. They want patent medicines all the time. I remember a man who was at college I was at when I was a young man—a younger man than I am now—and he would stand a half-hour every day telling us of the terrible labor he had and of the pains and aches he had. That was in 1882. We all began to anticipate that he was going to die within a year. He died some two years ago. He had been drinking every patent medicine until he finally found that they were wrong, and he quit; and then he lived to a decent old age. But, there are a lot of people who keep themselves sick drinking this sort of stuff, and we cannot stop them. If they want it they can go and get it. If we keep them from it, they object. So the country says they can have it. However, if there is anything dangerous in these medicines; if there is a potent drug in them, the quantity of that drug must be stated on the label. We require that that potent drug—strychnine, antipyrine, antililrine, phenacetin, aspirin, atropine—be stated on the label, and the dose must also be stated. If it is too high, we do not allow them registration; and they cannot sell unless they have registration.

MR. BAYNE:—Must it state the percentage of alcohol too?

DR. AMYOT:—That is another matter. The amount of drug must be stated and the dose. If people want to take strychnine, there it is. If they want to take belladonna or atropine they can get it; but it must be stated. And when the people know that these people have not come up from Africa with something that nobody else can prepare except these particular patent medicine

men, the mystery disappears to a large extent. We do not tell how they prepare their mixtures. That is their own little trick. Many people, if they had the composition, could not make a decent-looking preparation. Take, for example, "Listerine," bought on the market with the names of all the drugs given and the quantities given, and there are very few pharmacists who have ever been able to imitate that drug, because they do not know the trick of making it up. It keeps liquid in the winter as in the summer. It is a patent medicine; but when there is any potent drug in it we want it stated and the quantity.

We have the alcohol end of it which has come up because of the temperance laws of the country, and it is a difficult thing to settle and to fix up. Before the temperance law, there were such things as medicated wines. Nobody who wanted wine to drink like good port or sherry would ever think of drinking a medicated wine. It was taken as a sort of tonic. But that wine has become very much sought after. Something had to be done to check it, and we have a regulation to this effect: these wines must answer to certain tests. If they have alcohol beyond two and a half per cent, they must show reason for it. First of all, it must be found if that amount of alcohol is present in the specimen which we have for analysis; if that alcohol is necessary for the solution of the drugs which are necessary in the preparation; then, we must know the drugs. There are certain drugs that cannot be dissolved and made into a palatable mixture without alcohol. It requires sixty-five per cent of alcohol to dissolve. The point is, is there enough of that material there to require that much alcohol to dissolve it? Is that alcohol required for its preservation? Now, it is found that inorganic substances, after certain things are taken out, tend to putrefaction and fermentation. If you put alcohol beyond a certain point, that fermentation cannot take place. So there are in these particular specimens certain things that would require that amount of alcohol to preserve them; but rarely is it necessary beyond fourteen per cent alcohol.

The next question is, Is it medicated sufficiently to prevent it being used for a beverage? In that matter we had difficulty; and we made an arbitrary regulation. An advisory board was appointed to deal with the question. The advisory board was made up of certain kinds of men. We got a man who is professor of therapeutics to discover the action of drugs on sick people. We had a professor of pharmacology appointed, because drugs have a different action on well people than they have on sick people or sick animals. Then we secured the services of a pharmacologist to study the action of drugs on normal individuals and normal animals. He had to work out the physiological action of drugs. We got these men from the leading pharmacy colleges. We wanted a man who knows how drugs have to be put up so they will not counteract one another, so we put a pharmacist on the board, and we got the dean of the college of pharmacy of the College of Montreal on the board also. Then we say, the poor retailer and the manufacturer must be represented in some way so we got a professor of pharmacy who is also a retailer, and we have our fifth man who is our analyst. There we have a board which is bomb proof, and no man has a decent objection to raise. That board decided that it takes about one ounce of alcohol to give you a decent kick or two tablespoons full of pure alcohol. Ordinary whiskey has fifty, and that would be four tablespoons full. In that way we figured out that one ounce of alcohol makes the head feel buzzy and the body exhilarated. In order to get that amount of alcohol which is required for these preparations—we will suppose it is fifteen per cent—it means six and a half ounces of that preparation is needed to one ounce of alcohol which gives that physiological effect. Now, then, how much medication is there in that? Is there enough ipicac to make the person vomit? Is there enough quinine to make his head buzz; is there enough strychnine to make his legs wobble? and is there enough medication in that to make him vomit? We want to know what will give a real physiological kick. If this particular matter has enough of this stuff in it to keep it from being used as a beverage, it won't hurt him if he takes an ounce, but will if he takes six and a half ounces, that is the fraction we give on that score. We have a lot of people trying to evade that. We have one man with thousands of cases of medicated wine. It was medicated before the Act went into force, but it is not now. He professed certain medication for the wine which he has never given to it, and he is now trying to prove to the judge that he made a mistake when he asked for a certain medication.

That is the way we deal with these preparations.

Now, then, there is another Act we have to deal with, and that is the Narcotic Drug Act, and that touches the municipality very closely. Narcotic drugs such as opium and those preparations like morphine, cocaine, heroin, and the various salts of these preparations. Then we have another kind called cocoa leaf of which cocaine is the active principle. Cocaine is another habit forming drug. These are the two chief classes we are worrying about. These drugs are used for medicinal purposes and they are amongst the most useful of drugs when required and proper judgement is used. But, they are, unfortunately, used also as a habit, and they are used in immense quantity as habit drugs. Anybody who is the victim of a habit of that kind is a sick man; just as sick as a man with typhoid—and the unfortunate thing is he does not know it.

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When he is sick with this drug he is absolutely irresponsible. It does not tackle his legs; it tackles his head. He cannot judge. He is a liar. He may easily become a thief. He may do anything to get that drug. There is an appetite established in him and he wants it all the time, and it is particularly difficult to cure him. They are the most difficult patients to handle. No hospital will take them in if they can help it. They will break the windows, steal, smash things, and curse and yell. They want their drug and are going to get it. Some of you may have known of individuals of that class and how difficult it is to cure the victim of his habit. A medical man told me of his having this habit. He went voluntarily six or seven times to hospitals and other institutions to try to be cured of his drug habit; but there was a time came when he could not stand being deprived of the drug any longer. That is a mental attitude. It is not an actual fact, because right here in jail in Ottawa, Dr. Argue cuts them off when they land in jail and they do not kill themselves, although they tell you they will. It is a mental attitude. This doctor, as I said, went to institutions to be cured several times and each time he ran away. Finally, he saw the wreck he was making of himself and his family and he went to a hospital and said to the doctor in charge: "to-morrow I am going to be in a desperate state. I am going to run away. I am just as smart as you are and a good deal smarter, and I am going to get out. I want you to tie me down and lock me up so I cannot get out and get me over the next four or five days. I want to be cured." And they tied him up, and they locked him up, and he is cured now. He got over it. Now, they can be cured, perhaps not all of them, but a great big percentage of them can be cured.

Now, that means that in our country we have some thousands of that class of people; and, as we lock up our insane, if we only knew these people we probably would have to lock them up too. They are irresponsible; they cannot judge for themselves. They are like a man I knew at one time who was known as the village drunkard. For ten years he had hardly been sober. He spent his own money. His wife worked and sewed and did everything she could, and he took her money and bought whiskey with it. Finally, in desperation, his wife stitched him between the sheets and stitched the sheets to the bed and then she got out the horse-whip and whipped him sober. The next day he said: "I must have been drunk or that little woman could not have done that to me." He had been drunk for years. And how many times you will see a fellow who had been real drunk tell you how he helped the other fellows home. The drug fiend is worse than that. It is time we got rid of it, because it is a serious situation; and we have it in every one of our cities carried on by a gang of traffickers. The ordinary medical man who respects himself and his profession does not deal in the drug business; he does not sell these drugs to ordinary crooks. They are crooks. They buy an ounce of morphia for four or five dollars and they can make two or three hundred dollars out of it. These particular crooks are absolutely the worst we have in the country. You cannot realize what these people are until you have to deal with them. It has been my unfortunate position to have to deal with a lot of them, and I could tell you stories by the hour of what they will do. They would not hesitate a minute to throw a man into the river. They would not hesitate a moment in starting a scandal or blackmail about anybody. And they will steal or do anything to get what they want. These are the people we are after, because we want to stop this drug fiend business. I am telling you this, because I want you to help us in your municipalities to get them. We know municipalities where your police officers are trafficking in the game. We know of one municipality in the west where we thought the chief of police was perfectly straight—perhaps he was. He had no drug fiends in his place; and he was joined together with the other police, trying to make regulations to get after them. They could not find any in their town—only a few Chinamen. It was safe to blame the Chinamen. I had heard stories out west, and an officer in charge of that branch had heard some stories; and we put the Dominion police after them and we got thirty-eight traffickers out of that one place. Every dance hall had them going around and passing it around. The police in that particular town were mixed up in it. We have some others. When there is as much at stake as there is in that—and there are so many people who want to make money easy—if they would put half the energy in working up a business in legitimate traffic they would be Rockefellers.

Aside from the matters I have referred to, we have taken some action with reference to research. We have a research division just starting. We have had some publications on health questions. We are in this position, as far as health publications are concerned that our publications must be of such a kind that they cannot be questioned. They are not going to hit the sensibilities of anybody—just straight facts, and sometimes it makes them a little prosy. We help voluntary associations and we co-operate with the other provinces. We are co-operating at the present time in the control of venereal disease. It is a disease which has spread very widely through Canada, much wider than people realized before the war;

and it is an extremely serious thing. Dr. Osler speaks of syphilis as the killer of the race; that disease which kills most human beings. It is the disease that kills most people who die of paralysis before they are fifty years of age. It is the cause of most cases of premature births and premature deaths in children. A certain percentage of the insane that go into the asylums are syphilitics. It is the disease of which the scripture speaks which goes into the third and fourth generations. It is the killer of the race.

Then there is that other disease which Dr. Osler describes as the sterilizer of the race—Gonorrhoea. Some French sociologist said that Gonorrhoea was the method by which the world got rid of its bad people. They became sterile. Nearly all these cases—a good percentage of them, at any rate, are venereals. It is an extremely serious thing. Now, that disease is being taken up. People are being instructed as to what it means; and a campaign is being carried on in co-operation with the provinces to try and beat it out as much as possible; or, at least, to control venereal disease. The government for the last three years has voted a sum of two hundred thousand dollars which is distributed to each of the provinces undertaking to do a certain amount of work. We have a Dominion council of health which brings together the chief health officers of the provinces in consultation two or three times a year with the Federal Department of Health. We have outside representatives—farmers, labor, educational institutions and the scientific. We establish clinics for the treatment of this disease in the principle centres in all the provinces. We have doctors who know how to treat this disease, because all doctors are not in touch with the treatment of this disease. We make the treatment free. They will have in every jail and place of detention, facilities for treating venereal disease, the object being to reduce the number of infective centres when they go out into the population. They have put laboratories in these centres to check up the cases with experts in charge in each province to be able to carry on the propaganda and see that the clinics are properly run. The only province now not doing that is Prince Edward Island. Probably the two outstanding provinces are the ones on each side of the river here; but they are all doing good work—Manitoba, Saskatchewan, Alberta, British Columbia, Nova Scotia, New Brunswick, Ontario and Quebec. All are doing it in their own particular way and each is producing good results. During the last three years, there has been something like one half million dollars spent in the treatment of this disease in Canada. Now, we are going to carry this out. We cannot stamp the disease out. Unfortunately, it has been with the world for a long time; and it has done a lot of damage. The amount of damage can be reduced much more than the worth of a few hundred thousand dollars a year, because it is lives that count. We co-operate with voluntary associations like the Anti Tuberculosis League and Child Welfare. These are great associations which join up with various associations in each of the provinces with their provincial branches just like the Red Cross, completely separate from the government. The government, if it sees they are doing good work, make a vote for their help, and encourage them and see that they do not get into wrong tracks.

Now, I think we could go on talking of this particular subject ad infinitum; but you gentlemen do not want to be bored any longer. I thank you for your attention.

ALDERMAN SIMPSON:—Mr. Chairman, I would like to ask the speaker a very important thing. Coming from the centre I do, which is one of the main receiving points of immigration after leaving the ship—that is Winnipeg, I would like to refer to the short time taken in the examination of immigrants. It struck me at the time that the railways were dictating to the authorities as to what time they should take in the examination. Coming from Winnipeg, which is the port of entry for perhaps fifty percent of the immigrants to the country, we have experienced the fact that it is a very expensive operation for our city. During the wave of unemployment last winter, that fact was forcibly brought home to us.

I would like to ask the doctor if there is a point of disability over which an immigrant is not allowed to land. I think men have arrived in the city of Winnipeg with over forty percent disability. They have arrived by themselves, not with families.

DR. AMYOT:—There is a condition that has arisen out of the war. There are a lot of our poor fellows who came back with disabilities and some of their families came back with them with disabilities. Of course, we cannot exclude them; we have to take charge of them. Then there are too a lot of British soldiers who have been sent out by the British government and by various associations there. There are others that very strict examination has not been made of. This has been done more or less by agreement with the British government. That is one lot that we, unfortunately, have to handle for a while; but, it will right itself gradually. We find a lot of them are going back. They found there wasn't as much gold on the streets as they wanted. That is one of the unfortunate things we cannot very well control.

As for the others, there is a certain class which is absolutely excluded under the Act, unless there can be some very good reasons shown why they should come in. These are the probation classes:—

"No immigrant, passenger, or other person unless he is a Canadian citizen or has a Canadian domicile will be permitted to enter

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or land in Canada, or in case of having landed in or entered Canada shall be permitted to remain therein who belongs to any of the following classes hereinafter called probation classes.

"1. Idiots, imbeciles, feeble-minded persons, epileptics, insane persons, and persons who have been insane at any time previously."

These are excluded by law. In the case of feeble-minded persons there is great difficulty. For instance, an idiot is an individual who has not developed during the first nine months before birth and is borne undeveloped. The imbecile may be borne with a fully developed brain, but remains an infant all his life. There is another type known as the "mentally deficient." You cannot call him quite feeble minded. He may grow until he is six years of age and then stop. That individual may grow until he is a man of fifty, but he has a mind of a child of ten. We call him mentally deficient. Some people call him feeble minded; but that is not quite right. That particular individual could be feeble minded. He might be irritable as a child of ten with bad temper. He may want to kill everybody he meets. He may be anti-social. He could be feeble minded, but not insane. An insane man is a jangled man. He cannot judge any longer. He is like a signal point at a telegraph station, when the wires are mixed. He is insane. Sometimes it is only in one direction, but he is insane. The feeble minded man may become insane; but the feeble minded and mentally deficient are not necessarily insane at all.

Now, with regard to the mentally deficient. There are a lot of men doing pretty good work in the country. They make kood scavengers, good laborers. They are big, strong, husky fellows. You cannot teach them trigonometry, Latin or Greek. You could not make them managers of any institution. But, you tell him to take so much stuff away and he does it pretty well. He is a pretty good citizen. Are we going to keep these people out? There is just the border line whether we shall or not. We need laborers. If we find that that man is anti-social—suppose he is sexually wrong, bad tempered, and wants to be an anarchist, we want to keep him out. We call them anti-social mentally deficient. If we find him out we have no hesitation in getting rid of him. As far as insane, imbeciles, and these others are concerned, as well as epileptics, we know they have had it before and will probably have it again.

Then, we have the tuberculosis. We must not allow these in; or those suffering from Syphilis, or Tracoma which is a granular disease of the eyelids, or ringworms and skin diseases, the blind and deaf. If they have no means of support we try to keep these out.

ALDERMAN SIMPSON:—The men we are speaking are great propagators of the race with from eight to ten children, and some of them are imbeciles as well. The point I was getting at was the examination. The government should insist upon a thorough examination at the point or port of entry.

DR. AMYOT:—The examination is as tight as it is across the line.

ALDERMAN SIMPSON:—We contend in the west that it is not so. Speaking of disabled men, we think it is not fair to send these men out to a cold country like Manitoba; they cannot stand the weather, and it is a crime to allow them to come. I think the examination at the port of entry should be more strict. It would be better for the municipalities.

Another point I would like to draw attention is in connection with adulterated foods. Why prosecute the retailer if the manufacturer's name is on the goods?

DR. AMYOT:—It is not always on the goods.

ALDERMAN SIMPSON:—It has been done in our own city, and it means a black mark against the poor honest tradesman. Another thing is why does the government allow jams to be made that are not fit for human consumption. I call attention to this fact. We have had a Social Welfare Commission in the city of Winnipeg which gives out food irrespective of unemployment or not. It came to my attention this year as chairman of that commission. The food inspector of the city of Winnipeg said you cannot give that to the poor of this city. The health officer would not pass it, and yet it sold in the store. I am given to understand that practically eighty percent of meat is inspected by the government. The other twenty percent is not inspected—why not the whole thing?

DR. AMYOT:—I will start with the last point. The meat inspection for meat exported from one province to another and exported from Canada to another country is under the Dominion department of Agriculture. They inspect all that kind of meat, so that about eighty percent of all the meat sold in Winnipeg is of that kind. Unfortunately, the stuff they cannot sell to these fellows is gathered for the province and is killed for the city of Winnipeg. We can attack it on the market when we can get hold of it. That is a thing for the provincial government to do, just as Ontario is doing. The municipalities can attack every one of them. In the province of Ontario, the municipality has a right to inspect everyone of these places. They find it very difficult because sometimes they do not like to submit.

As for jams, they are put up in different ways and they are making special efforts in this country to get the right kind, and I think shortly they will be able to. The Department of Agriculture

has that in hand and they are framing up regulations, and I think something will be done. We will not have coloured jams mixed with other stuffs; but you will always have ten cent jams as compared with fifty cent jams because people want them. It may be apple instead of plum and so on, and it may be the cheaper grades of fruit. We have a lot trying to do that. We are trying to make them label their stuff as it is. It takes a long time to move them along.

Now, as to attacking the little fellow. It often happens that the retailers are not as innocent as they look. They often know that John Smith, John Brown and John Jones sell certain goods, and they can get pepper from John Jones for forty cents and from John Smith at sixty cents, and when they get a forty cent article, they are not getting a sixty cent article, because these fellows selling that stuff are not in it for the love of the Lord, and they are giving all sorts of things and putting peas in it. We are after these fellows. The store keeper is not always innocent to-day. Now, if it is his first offence when our inspector goes to him and finds that he has these delinquent goods on his hands, and the man says he is not guilty; that he bought the goods in good faith, it is represented to the department that we will let the man go, if it is his first offence, without going into court; but he is nearly always guilty to an extent. However, if it is his first offence we let him off if he pays the costs, and then we watch him. If we catch him a second time, we make him pay for it. It is the only way we can get at him. In that way we can trace back. There are fellows who are known to be murderers, thieves and burglars, but it is very hard to catch them. You have to get something definite on them before you can get them, and sometimes we cannot do that. We do everything possible not to make it a hardship on the individual.

Now, with reference to our examination of immigrants. Up to last year we have had to employ part-time medical officers; but, now we have a staff developing and being taught, and it takes a long time to teach them. They are gradually learning the business. We have at Quebec now ten first class medical officers doing this work. They have been culling for a year and a half. I am quite sure that we are doing just as well as they are doing at Ellis Island, New York, from the medical standpoint. However, we want to do better work than they are doing, and we hope some day to be able to do it. Now, we have a lot of central Europeans coming here and they are scared to go back. They would probably cut their throats if they went back.

ALDERMAN DIXON:—Would it not be advisable to have the examination made at the port of embarkation?

DR. AMYOT:—Have you any idea what it will cost?

ALDERMAN DIXON:—I have no idea, but nothing will be too much to keep this new land sound in body and mind.

DR. AMYOT:—If we went to the government and asked them for a million dollars for that kind of work, I don't know what they would say to us.

ALDERMAN DIXON:—The government that will not give it to you should be put out.

MAYOR HARDIE:—I am chairman of our Board of Health and chairman of the hospital with one hundred beds, and I happen to be head of the Police department. Our friend, the doctor, referred to some western cities, and I am sure our police are not mixed up in anything. I know that in the western country there is probably something like that. We have more dope fiends in our city than in any western city, except possibly Vancouver, Calgary or Edmonton—perhaps more than any other city in Canada. They get the stuff in. They smuggle it in, and just as you say, they will do anything to get it; but the trouble is, how are you going to control it. I have seen men and women on whom you could not find a place on their legs and arms there was not a pin prick where they had injected morphine. I have seen men and women almost crazy because they could not get an injection. There was a physician in our town who gave enough morphia, I believe, to poison a thousand people, and he defied the government down here. He said he had a certificate from a medical university.

What interested me more than anything was that you talked about men who are all the time sick. Have you ever studied Astrology? If you have you will find that if a man is born under a certain star he will be eternally sick, and you cannot cure him. That is a fact. Under a certain condition a man becomes a criminal, and all the doctors this side of hell cannot prevent him. There are lots of people coming to our shores to-day who are absolutely sane, who will be crazy in ten years through the nature of their birth.

Now, there are some of us who studied science. I have never used a doctor myself. I am my own doctor. I have studied enough to take care of other people; and the more you leave medicine alone the better for you. If you don't take medicine you will look like I do. Don't discard a man who has an able body and a good mind, especially if he has come from a country where he has had a miserable life and where there are no prospects.

THE PRESIDENT:—I am sure, doctor, you have given us a lot of information. I can only thank you for the gentlemen present for the instruction you have given us, and tell you that your address

U. C. M. CONVENTION (Continued).

will be published and have a wide circulation, and will do good to many more than those present. It is not only a very interesting subject, but a very important subject.

We have another speaker, and I am afraid he will think he has not been treated altogether fairly, but I can assure him that we will be very glad to hear from him also. He will speak to us on a somewhat similar subject: "First Aid from a Municipal Standpoint," by Dr. Hogdetts, Commissioner of the St. John Ambulance Association.

FIRST AID FROM A MUNICIPAL STANDPOINT

DR. (Col.) C. A. HODGETTS, M.D., C.M.G., D.P.H.:—Mr. Chairman and gentlemen: I am sure it would be presumption on my part after the interesting remarks regarding health matters in this country and the discussion thereon, if I should presume to present to you any paper or any lengthy remarks regarding our association. Many of you gentlemen here are familiar with the work of the police force and the fire force for many years, and know the work that has been carried on for many years in this Dominion, and we are just now starting on a new era. I have recently been appointed director general, and from now on there will be a hot campaign to bring before the public generally, this particular phase which is an educational work in the interest of public health in this Dominion. We educate the public in first aid, and in so educating them, we teach them in regard to the physiology of their bodies, and we have a further course of lectures in regard to general hygiene and personal hygiene. There is no other voluntary organization carrying on such work. It is with particular pleasure that I have to give credit to one of the older members of your association for the magnificent work he has done for the last eleven years here in this Dominion. Mr. Cook has done voluntary work in season and out of season in regard to the propagation of first aid in Canada, and to-day we have 90,000 graduates in the various branches of our study.

You know of first aid. You will have a demonstration on Friday by the fire force to show you of what value first aid is. I want, however, to impress upon you the importance of our home nursing. If the mayor of Saskatoon is here he will bear me out that in a particular district during the 'flu epidemic it was the ladies of the St. John Ambulance Association who gave such splendid work. They came to the assistance of the public when the doctors were overworked and the professional nurses were unable to nurse the sick; and these ladies gave their services voluntarily. Here in the city of Ottawa it was similar. And, while we have thought about the war, and we have talked about the lessons of the war, we must not forget that in times of peace we have always to be prepared for epidemics of some kind, and he is a wise mayor and they are a wise council that will co-operate with some association like ours and get a body of men and women who will give their services when an outbreak does occur. I wish particularly to bring that home to you gentlemen now. We find that the police are taking it up magnificently, but they want encouragement. We want your co-operation, we want your sympathy; and we want, when we come to your town or city, your assistance and your spirit to form a local centre—a body of people who will co-operate with you in every way. By doing so you will not only be assisting those who want assistance, but you will be elevating the general public and educating them along the line of public health. You will make it easier for my confrere, Dr. Amyot, and for the provincial health officers to carry out general health measures; because, health does not amount to a row of pins unless you educate the public to what health means. I do not know if I asked you what health means, whether there would be any two answers alike. We would not need to educate the adult if we could begin this education at the proper time of life. We all know the difficulty we have in studying a problem now. The time to educate in first aid, home nursing, hygiene for the home, and hygiene for the municipality or the individual is when a boy or girl is at school. If we begin then, we will not have to ask you to assist in educating the young women in our factories and work shops.

As regards "First Aid" a beginning has been made, for some years instruction in this important work has been given to the members of the police forces of several of our leading cities, while in a few places the work has been carried out in connection with the members of the Fire Brigade.

That material benefits to the citizens at large have resulted in all cities and towns where the work has been entered into is generally conceded. Many a citizen has been saved either undue suffering or the loss of a limb, and many a life has been saved by the prompt rendering of First Aid, through efforts of either a member of a city police or fire brigade.

There are always men of the forces on duty who are competent First Aiders. Such men being marked by the wearing of the distinguishing arm badge on their tunic, and this service for duty in case of accident is one which as traffic increases on the streets of our growing cities will be all the greater appreciated by the public.

As "Efficiency" is the aim of all those who direct the different branches of municipal activities, particularly those having the control

of law and order as well as the prevention of fire, it may be of interest to the representatives of Canadian Ratepayers to point out the effect "First Aid" instruction has upon all who train therein; The qualifications for success are exactly those which go to make for an efficient member of either a police force or fire brigade, viz:

Observant.—To note the causes and signs.

Tactful.—To learn the symptoms and history of the case, and secure the confidence of both patient and bystanders.

Resourceful.—To use at best advantage whatever is to hand to prevent future damage.

Dexterous.—That he may handle a patient without causing unnecessary pain and use appliances efficiently and neatly.

Explicit.—So that he may give clear instructions to the patient, or bystanders how to best assist him.

Discriminating.—That he may decide which of several injuries presses most for immediate treatment by himself, what can be left to the patient or bystanders to do and what should be left to the doctor.

Preserving.—That he may continue his efforts though not at first successful, and lastly

Sympathetic.—Giving real comfort and encouragement to the suffering patient.

That these eight qualities are worthy of development not only amongst public officials, but amongst Mayors, Controllers and Aldermen will, I am sure, be admitted by all of my hearers, and I feel sure you will agree with me they are worthy of greater development in mankind generally. Indeed, they are essential for a higher and better type of citizenship cannot be denied, but must be admitted by all.

Well, gentlemen, just the very qualities are inculcated, developed and practiced by every man and woman who takes up the study of the interesting and practical subjects of First Aid and Home Nursing.

It is with the object of inducing municipalities to still further encourage the work amongst the members of police forces and fire brigade and the citizens generally that the interesting features of the Association's activities are presented here tonight.

I know of nothing better which will make for higher efficiency of the employees of a municipality, and which will be greater appreciated by the general public than the establishing of first aid instruction as permanent feature of municipal organization.

The step is not a great one. It is justified by the experience of those who have tried and tested it.

The cost is a mere bagatelle considering the higher service your officials can render the public.

But do not stop at the first course, remember that "efficiency" can only be secured by study and practice and also re-examination from time to time, much preferably, each year.

All that it requires in the decision of the part of those in control to favour the scheme and then by the extension of a sympathetic supervision, encourage the officials in the work.

As an outstanding example, let me refer you to the excellent work of First Aid in the Railway Systems of this country, where we find a splendid body of men scattered from Coast to Coast in the daily employ of these companies, yet qualified to give first aid in any case of accident.

The reason of their efficiency and continued success is found in the fact, that they find encouragement from the President, Vice-Presidents, Superintendents, in fact all who have any authority.

With just a bit of this same kind of interest in the part of Mayors, Councillors and Civic Heads of Department, there would soon be found in Canada just that success for "First Aid in" our Civic Services which, we believe, there should be.

For the encouragement of the men it is essential that a spirit of friendly rivalry should be encouraged, for like as in sports, there are trophies to keep up an interest and make for emulation, so in First Aid it is found that the donation of a trophy for annual competition by teams of great value. The cost to the donor is not great and the results cannot be accounted for in dollars and cents. The service of the First Aider is one for the benefit of humanity and is rendered voluntarily.

But the municipal side of the question does not end with the training of the men, there is another and practical one.

It is this—the providing of First Aid Kits at suitable and accessible points in the city or town.

A doctor's services are usually difficult of access in the emergency of an accident or of sudden illness. The First Aid police official may be on duty with the badge on his arm and possessed of the necessary skill and knowledge—he wants his gun when desperate duty calls and so he wants his proper kit when a life is to be saved or undue suffering to be prevented.

Quite true he may improvise, but substitution is not the genuine article. The prompt application of the aseptic dressing to a wound immediately after its occurrence may save the life, perhaps of yourself, your wife or child or some other ratepayer of the municipality. For everyone such a simple incident as this, it is worth while that the dressing should be readily obtained for use by the "First Aider," no matter whether he be a civilian or a civic official.

U. C. M. CONVENTION (Continued).

Municipal councils have provided and quite properly an adequate service of fire call boxes, you require certain fire kits in public institutions and industrial establishments for the prevention or minimizing of the accident of fire.

You endeavour to regulate the traffic of the road and "safety first" is a popular slogan, but nothing human is "fool proof", either as regards fire or road traffic and the "devil" has now taken to motoring in order to assist his confrere "death" in the taking of human toil.

As they both miss their mark sometimes and only "accidents" result, the municipal authorities should be prepared to keep out those microscopic legionaries, known as disease germs, by the provision of "first Aid Kits" at convenient points on the more crowded thoroughfares, and at all places such as parks and watering places, where accidents are more likely to occur.

There is nothing in this scheme that can be considered as antagonistic to the medical profession. In just such a similar manner as the service of First Aider would be enhanced by the Kit, so would those of a physician be of greater value. The latter does not at all times carry with him his accident outfit. This is at his office on call and some distance may separate him from them when he arrives to render aid.

The plea or argument that we have always within call a motor ambulance in which the unfortunate can be rushed to the hospital will not suffice.

What are you going to do with the person who is bleeding from a severed artery with his life blood ejecting at each beat of the heart—60 beats to the minute.

What are you going to do with the fractured leg. The bones of which may be forced through the skin by improper handling, and so making a compound or complicated out of a simple fracture?

What too of the one asphyxiated by gas or the apparently drowned?

These cases must receive first aid treatment before removal in the ambulance, otherwise the life may be snuffed out in transit or the injury be intensified and suffering increased.

I often wonder how much municipal motor ambulances are provided with a first aid kit? I know of but few, yet here would be a movable station, carrying all that is necessary for the use of a First Aider. The expense of a kit is but a small item of cost and where ambulances are owned privately a by-law could call of its being installed and kept properly filled.

To summarize; As to First Aid, municipal authorities should make "First Aid" a part of the duties of members of both the public force and fire department.

Provision should be made for the equipment of stations or points where the First Aid Kit, including stretcher can be readily obtained. These to be under the control of the police.

The work should be encouraged by the donation of trophies for local competitions, annually, by officials of these civic departments as well as by civilian "First Aiders."

In conclusion all civilian "First Aiders" should carry their distinguishing badge and be ready on every occasion to assist the officials, and if necessary for the efficient discharge of their more immediate public duties, relieve them of this duty to the injured, if so requested by the officials.

From a Municipal standpoint there is another phase of the Association's work which must be referred to, as during the Influenza Epidemic, 1918, the necessity for "Aid" was particularly emphasized.

It will be remembered by many of you that both the medical and nursing professions were taxed beyond their capacity, and voluntary aid had to be hastily requisitioned and properly organized to meet the great emergency.

In every municipality the local authorities rose to the occasion and their resourcefulness and energies were rewarded by an inward consciousness they had done much to mitigate suffering, and had in a large number of cases saved life, by reason of the aid rendered, through the co-operation of their fellow town people.

Where this Association had active centres, the work of our qualified Home Nursing graduates was a feature of this public service, and there are many places in Canada to-day who bless the women who voluntarily nursed them back to health and strength.

The fact is apparent to all that we should ever be prepared for the accident of epidemic diseases.

The time to prepare is in the interval, be that interval either long or short. There are some epidemics such as that of Influenza which come without much warning and, as a rule, there effect is stunning and paralyzing.

This Association would like to see in every municipality an active "First Aid" and "Home Nursing" Centre for the carrying on of instructional work.

In this manner a large body of men and women would become available for emergencies, either in cases of epidemic or disasters.

The Municipal authorities would be able to keep a roll of volunteers available on call of say the Mayor or Health Officer and

thus, without any delay or confusion, the Professional Nurses of the municipality be assured, that when needed, intelligent aid would be ready to assist them in every emergency.

In order that this voluntary staff should be more efficient, municipal hospitals might very properly provide for the more advanced trainings of our "Home Nursing" graduates by a practical course, thus giving the assurance to the public that the voluntary aid thus given was able to meet the situation when the emergency arose.

This latter phase perhaps is new, but we feel that without municipal co-operation and encouragement, any efforts on the part of the Association will be futile, and we appeal to you now for your aid to further extend this useful work in the interest of the health of our people.

I thank you, Mr. President, for this opportunity to speak; and I want to show you four reels which will take up the time. Municipalities will never learn common sense in regard to public health. What is wanted is education; and until we have it we will never get what we want.

At this point, four motion picture reels, illustrative of first aid work were exhibited.

DR. HODGETTS (In conclusion):—The Great Western Railway Company (upon which road some of the pictures were taken) are prepared for accidents, and every municipality can be prepared for accidents, and every municipality can be prepared as they are, if they only have the personnel.

MAYOR PARNELL:—I do not know of anything that has given me more pleasure than this opportunity to move a vote of thanks to the Doctor for the pictures that he has shown to us and to the instruction that we have seen. It is particularly pleasing to me because, as Mayor of Winnipeg, you have made particular mention of the police force of our city. I have had the honor and pleasure of inspecting our police force of some two hundred and fifty officers very recently, and at the time I took the opportunity to address them, and when I tell you that over ninety percent of the men of the force have taken first aid courses under the St. John Ambulance system, I am telling you the facts. This was done all on their own part without any attempt on our part to force them.

I agree with the Doctor that ninety percent of our people, if not one hundred, know nothing of our health. I am sure that the instruction we have received and the picture we have been shown to-night have had such affect that when I move the vote of thanks I am expressing the feeling of every man and woman here to-night.

THE PRESIDENT:—I wish to say to Dr. Hodgetts and to Dr. Amyot that one of the aims of this Union is toward education for the improvement of the welfare of the citizens generally. I assure you that the audience has appreciated your work to-night, and that you have done good service to the country in what you have told us. I thank you very sincerely on behalf of the Union for your services and your addresses.

The Convention then adjourned.

THURSDAY, 10.00 A.M.

THE PRESIDENT:—The first address this morning is from Dr. Brittain of Toronto, a gentleman who, as you will see from the programme, is intimately associated with municipal work. The Doctor has been, for many years, very well qualified indeed to give us an instructive address.

CONTROL OF MUNICIPAL EXPENDITURE

WHY GOVERNMENTAL EXPENDITURES NEED TO BE RIGIDLY CONTROLLED

Horace L. Brittain, Director, Citizens' Research Institute of Canada.

No matter what object they may be levied upon, taxes are paid out of income, else they are confiscatory, and therefore tend to diminish the spending or saving power of the individual. When the proceeds of taxes are productively expended, resulting in an increase of the efficiency of the individual, this tendency may be overcome. Insofar, however, as taxes are unnecessary, and expenditures unproductive, they constitute a handicap on industry and commerce, which depend on the consuming power of the public and an adequate source of capital for renewals and expansion.

At a time when we are laboring under the burden of a huge war debt and when production and commerce are under the handicap of post-war conditions, it is more than ever essential that all governments, national, provincial and municipal, take the fullest advantage of all existing methods of financial control, and also devise others. During the war, under the stress of necessity, all countries adopted

U. C. M. CONVENTION (Continued).

waste controlling methods which are fast being forgotten, and secured a measure of citizen co-operation which would do as much for the country under peace conditions as it did under war conditions.

The current expenditures of the Dominion went up from \$25.14 per capita in 1918 to \$33.19 per capita in 1919, an increase of 32%. The per capita expenditures of every province in Canada increased during the same period, for example, from 1.5% in New Brunswick and 7.7% in Alberta and Saskatchewan to 21.6% in Ontario and 32.7% in Prince Edward Island.

Out of sixteen leading Canadian cities, Edmonton reduced its per capita 11%, Toronto made a per capita reduction of 3.3%; the per capita expenditures of Halifax and Charlottetown remained practically stationary, while the others had increases varying from 2.5% to 35.0%.

That the municipalities have been more successful in cutting down the per capita expenditures than either the provinces or the Dominion is natural, as the municipal governments come under the more direct observation of the taxpayers and are therefore more quickly responsive to public opinion. It is probable that we must pin our hopes of effective control of expenditures, in the initial stages, on the municipalities. If success is attained there, final success will be inevitable in the provincial and national fields.

Control through the Budget.

The chief instrument of financial control should be the annual Budget. It should be looked upon as the plan of work and expenditure for the year, both from revenue and debenture funds.

When should the Budget be Prepared

The Budget should be completed in tentative form by the close of the year preceding the year which the Budget provides for. The time to control expenditure is before it occurs. Water which has passed down the stream cannot be recalled. When the Budget is not passed until four or six months of the year have elapsed, the municipality has been carrying on the old scale for one-third or one-half of the Budget period. If the Budget has been decreased, the decrease falls on the remaining two-thirds or one-half of the year to the probable disorganization of some services. If enlargements of service have been decided upon, much valuable time has been lost and the necessary reorganization may be impossible in the time available. Moreover, operation without a plan is always wasteful. All human undertakings are prone to waste as the sparks are to fly upwards, and eternal vigilance is the only way to counteract the tendency. It may be said that it is impossible to estimate the needs of the succeeding year until well on in the year. If so, it would be well to wait until the year is over and then the actual amount spent would be known. As a matter of fact it is not impossible as it is actually being done in many cities. The tentative budget is merely for the consideration of the incoming Council and can be amended as more and better information becomes available. If private organizations can prepare advance estimates sufficiently accurate to be valuable for administrative purposes, public corporations can secure much better results, as governmental operations are more stable, standardized and predictable than the business of private corporations. There can be no effective financial control without an early, scientifically prepared Budget.

When Should the Budget be Presented and Passed ?

The tentative Budget should be presented to the incoming Council at its first business meeting. The members should have received advance copies immediately after election. If the tentative Budget has been properly prepared, a month should suffice for its adequate discussion, amendment and final passage. If this can be accomplished by the middle of February, ten and a half months of the year remain in which to make effective the Budget plan of work and expenditure.

What Information Should the Budget Contain ?

Before the taxpayers are asked for more money, they should be told what was done with the money they contributed the year before. The Budget should therefore be preceded by an operating account, or accounts, and consolidated and classified balance sheets showing the condition of the current, debenture, sinking and trust funds. It will be necessary, of course, to base these on estimates for the last month of the year, but these could be very close and would be sufficient for the purposes of the tentative Budget. When the amended Budget is passed, actual operating and balance sheets can be incorporated.

The Use of Comparative Figures in the Budget

Comparative figures are essential in the consideration of the Budget. Therefore, in columns parallel to the proposed expenditure, should appear the actual estimated expenditure for the preceding year and, if possible, the actual expenditure for two years back.

Itemization of Appropriations

The proposed appropriations should be itemized in two ways:—

- (1) According to administrative units and functional divisions under these units, and
- (2) According to objects of expenditure, i.e., salaries and wages, materials, supplies, upkeep and depreciation of structures and equipment, debt charges, etc.

Without such double classification, it is impossible to ascertain either to what factor increases or decreases have been due, or in what direction cuts or increases should be made. While all details need not be included in the printed Budget, information to the minutest detail should be readily available to Council.

A Debenture Fund Budget as well as a Current Budget

The practice is all too general of presenting in the Annual Budget proposed expenditures from current funds only. This is only one side of the sheet. The expenditures from borrowed funds ultimately, through the debt charges, have to be defrayed out of current funds. Debt charges are frequently classified as uncontrollable. This is a misnomer. Debt charges are controllable, if expenditures from borrowed funds are controlled. They cannot be controlled unless proposed expenditures from borrowed funds appear in the Budget all together, instead of being presented throughout the year piecemeal and apart from the complete statement of proposed current expenditure. The word "uncontrollable" should be expunged from the municipal dictionary, not only in relation to debt charges, but with regard to expenditures by Boards of Education and Health and similar bodies. All expenditures—apart from disasters—are controllable to some degree, at some time, by some authority. The word promotes a fatalistic psychology on the part of taxpayers and is principally useful to politicians as an alibi when confronted with an abnormal tax rate. The so-called uncontrollable debt burden would undoubtedly be lighter at the present time if municipalities were to follow more generally the policy of paying all small capital expenditures out of current funds. The abolition of the practice, wherever it exists, of securing the consent of the legislature to issue debentures without consent of the ratepayers would also have a wholesome effect on capital financing.

Recommendation and Suggestions by the Chief Financial Officer.

The Budget should, of course, be compiled from departmental estimates and other sources by the chief financial officer of the city. This compilation should be revised as far as possible in joint conferences of the departmental heads with the chief financial officer before incorporation in the tentative Budget, which should be prefaced by an introduction, written by the chief financial officer, in which he should make explanations, recommendations and suggestions and outline the plan of financing for the year, both for current and capital expenditures. He should also carefully annotate the estimates prepared, clearing up for members of Council and the citizens generally any doubtful points or requests for appropriation requiring special explanation.

Control Through a Finance Commissioner

A Budget will not work itself. Neither can it be used effectively, if unaided, as an instrument of control by a group of men such as the Council or a committee of Council. A machine needs an operator. The operator of the Budget Control Machine should be a Commissioner of Finance who should have under his administrative control all Bureaux and Divisions having to do with the collection, receipt or disbursement of monies and the accounting for the same. He should be personally or through his assistants the collector of taxes and other revenues, the paymaster, the cashier, the chief accounting officer and the compiler, commentator and enforcer of the Budget. Effective financial control is impossible otherwise.

Control Through Audit

Every large municipality should have an internal audit before payment, conducted by a city auditor, independent of the Finance Commissioner. In general there should be periodical audits by a chartered accountant, independent of Council. In small municipalities there should be annual audits by an outside auditor, always a professional accountant.

U. C. M. CONVENTION (Continued).

Control Through Simplification of Machinery

The prevailing system of standing committees is a great impediment to effective financial control by creating unnecessary delays, by dividing responsibility, by increasing the sense of departmental independence and by dividing the city's business into "water-tight compartments." An executive committee or Board of Control appointed by Council itself is the only necessary standing committee. Strictly temporary special committees, reporting directly to the Executive Committee or Board of Control, could be appointed as required. The temptation to log-rolling would be dismissed, the amount of irrelevant talk cut in half and the business of Council greatly expedited. The cutting down of Council to from 5 to 7 members, and their election at large—wards being abolished—would also be a great aid to financial and general administrative control, and would minimize log-rolling and the unnecessary or premature construction of improvements, both local and general.

Control Through Continuity of Policy

One of the great sources of loss and waste is reversal of policies which have been partially carried into effect. While the appointment of a Finance Commissioner with powers as outlined, the election of aldermen at large and the limiting of Councils to from 5 to 7 members, would tend to continuity of policy, entirely satisfactory results cannot be obtained unless the personnel of Council remains more stable. It is not enough to trust to the electorate electing a sufficient number of experienced men each year. If a man doesn't know he will be safe in his seat for the next year, his efficiency is greatly diminished during the current year. The term of office should be two or three years, a certain number being elected and retiring each year. It is true that this system would prevent getting rid of a poor man at the end of a year, but are all the poor men got rid of at the end of the first year? and may not a mediocre man in his second year give better service than a better man in his first without any guarantee of another term?

Control Through Publicity

The financial control is in the hands of the citizens. But how can they control unless in possession of the salient facts? And how can they get these facts if the public reports do not contain them, or contain them in such a form as to be unintelligible to anyone except those who wrote them? To be effective, reports must be prompt, complete, concise, in simple language, illustrated by graphic representations. Instead of being a dry-as-dust document, the average public report could always be made interesting and in many cases absorbing. Every administrative head should either be an adept at writing reports or have someone on his staff if possible, to whom he could depute the work. A newspaper reporter could revise the average public report to advantage. Greater advantage than formerly is now being taken of the co-operation of the press to keep the people acquainted with their municipal affairs. Much more could be done in this way than is being done, but to be effective, administrative officers must make a practical study of this form of presentation.

All public reports should be placed in considerable numbers in the reading rooms of libraries, and every public and high school teacher should receive copies. Classes in civics should be supplied with copies, the contents of which might be used as illustrative material in class work. Like charity, citizenship begins at home, in knowledge of and pride in the home town. The tentative budget particularly should be given wide distribution, so that interested citizens could be studying it at the same time as it is receiving the consideration of Council. Public Budget hearings could be conducted at which ratepayers would do the talking and Councilors the listening. These hearings would be much less discursive and much more to the point if based on consideration of the tentative Budget, and not on hearsay or supposition.

Controlling Through Comparative Statistics

The value of the use of statistics for financial control depends entirely on the nature, accuracy and comparability. Often within the same municipality, figures apparently comparable are not so, either on account of a change in the meaning of terms used, or in the methods of accounting. As between municipalities in different provinces, and even in most cases within the same province, the use of statistics for comparative purposes is extremely dangerous, unless the greatest care is used in assuring one's self of the fundamental identity of method in arriving at the figures. When our accounting and reporting methods are standardized for different grades of municipalities, comparison will be greatly simplified. The Dominion Bureau of Statistics, through its publication of municipal statistics, is exercising an important influence in bringing about standardization. The mere asking for information on standardized forms raises

questions in the minds of municipal officers and Councils, and stimulates the tendency towards improved methods. Personally, I should like to see the inauguration of an annual meeting of the accounting and auditing officers of the provinces and the municipalities at the same time and in the same place as this Convention. It is sometimes said that such officers have no lee-way, no initiative in matters of changing methods. Even if this be so, such meetings, through the influence of public opinion, would soon bring about a change. Problems of municipal financing, accounting, and reporting, are fundamentally the same everywhere. There is no valid reason why a limited standardization should not be attempted, differentiating between various grades of municipalities according to population or form of organization. Even when standardization of accounts and financial reports has reached its furthest practicable limit, an intimate knowledge of local conditions and organization will be necessary before the use of comparative statistics becomes as valuable as it might be. Such information should be found in large measure in the departmental reports of the various municipalities.

The effective control of public expenditures is the most important administrative problem now before the citizens of this country. The prosperity of the country depends on an adequate solution of the problem. In the last analysis the solution rests with the people who pay the bills.

MAYOR PARNELL:—Mr. President, I want to pay a compliment to the gentleman who read the paper. In the first place, what struck me most forcibly was the fact that he laid special emphasis on this matter of finance.

I want to call attention to one item here in the preparation of this document, and I think it will be instructive. In Winnipeg, I took every hundred dollars of expenditure that we made, and analyzed it, and you can go back to your own particular municipalities and see how it applies. I took the estimated expenditure for the fiscal year, 1921, and distributed it as follows:—

For the city hall (General Government).....	\$ 4.40
For protection of persons and property, which includes the police department, fire department, fire alarm, power, etc.....	19.58
For preservation of health and sanitation, including the Health department, the collection of garbage, etc.....	13.13
For highways and bridges—the total expenditure which is really under the control of the department of any municipality where they want to expand.....	7.71
For education (out of \$100.00).....	31.67
That is education which is entirely uncontrollable by the council.	
For recreation.....	3.18
That includes public parks, baths, playgrounds, etc.	
For public charity, such as civic charities, grants to hospitals, unemployment relief.....	5.40
For fixed charges.....	4.11
For Provincial Government levies.....	6.59
Unclassified.....	4.23

\$100.00

That shows how the one hundred dollars went. Municipal government touches the lives and pockets and hearts of the people as no other class of government does, and we are the foundation, practically, of all government in the final analysis. That being the case, we should endeavor, as far as possible, to get the very best possible means of carrying on our business.

In conclusion, the document read by the speaker is one that is applicable at this time more than any other because of the increase of taxation which is brought about by conditions over which we have no control. Even in Winnipeg, well run as it is, the taxes have gone up. Why? Labor had to be paid more owing to the cost of living. Wages went up terribly; and that is where the whole trouble arose and will continue as long as we have a high cost of living, and men must have enough money to live.

I have much pleasure, Mr. Chairman, in moving a vote of thanks to the gentleman who prepared the paper, and I would urge upon this body the necessity of having it put in the hands of every municipality of our country, and I believe it will have the effect of bringing about conditions which would do away with even the discussion which we had yesterday on municipalities defaulting.

ALDERMAN SARGENT:—I wish to second that motion. I think the paper is very timely. I am sure it will be a very valuable paper for the municipalities to have.

MAYOR W. E. RANGER (Lachine):—I would like to see that paper in print to be sent to the municipalities of Canada.

THE PRESIDENT:—That will be done.

MAYOR BUCK (Buffalo):—Can you tell me what percentage of the population of Winnipeg are native-born Canadians?

MAYOR PARNELL:—I could not answer that question. If you want to know what percentage is foreign born, I would say forty-two per cent. Is that the question you wanted answered?

MAYOR BUCK:—Yes, that is the question—forty-two per cent.

MAYOR PARNELL:—Yes.

U. C. M. CONVENTION (Continued).

MAYOR BUCK:—They are foreign born?

MAYOR PARNELL:—Yes, I cannot tell you about the native population because some of them come from England.

Might I point out that the statement was made by the Bureau of Municipal Research recently, giving comparisons of the gross debt of the different municipalities. It does not look very good, but when you come to analyze the thing, which I think the Bureau should do—if you will pardon me for making the suggestion—you should find out what the debt is in that city first; whether it is in added revenue power and how much in sinking fund. There are the facts concerning Winnipeg. You gave it as \$217.00 per capita. The fact is that it was \$221.00. We do not want to evade anything. Their debt was about forty-three million. Out of that there were about twenty-four million in public utilities, which is revenue, producing power. They could sell it to-day for more than they owe. In addition, we have twelve million of a sinking fund. That is an investment at six and a quarter per cent, approximately. Take the two items and you have a debt of nineteen millions, or ninety-five dollars per capita. The gross debt means nothing.

DR. BRITAIN:—Mr. Chairman, I would like to say a word or two to Mayor Parnell by way of explanation. We have the statement of how the gross debt of Winnipeg is divided, and we have issued an itemized statement of how that amount was made up—how much of that is in public utilities, etc.; and that is given to every bond house in the Dominion of Canada so that the men who sell bonds and invest in bonds all know the details. The particular article that you refer to was not issued for the sake of showing what the per capita debt was but to show the immense amount of money that was being borrowed; and it makes a great deal of difference how that amount is borrowed. Some municipalities are very improvident in the matter of borrowing. The gross debt does not mean anything from the standpoint of the burden on the tax-payer; but it means something from this standpoint: that if the money is borrowed at a higher rate than it ought to be borrowed at or for a long term of years, it makes a lot of difference. In one city, they borrowed on forty-year debentures for an improvement that lasted seven years, and the result was that that improvement was done over again years before the original debt was settled. It makes quite a lot of difference to private business. We have to be careful in the matter of public utilities that we borrow under proper conditions, and that the public utilities carry their own debt. I have been interested to know that two western cities are taxing their own public utilities. That is a remarkable advance! I do not know of anything like it anywhere in America except in California. The State law of a few years ago required any public utility not to pay taxes, but to state what their deficit or surplus would have been if they had paid taxes so that the citizens would know how public operations compared with private operations. In issuing our bulletins, we have to get them out small so a man will read them, wherever he may be, and he will read them on his way home on the street car. There is one point we are getting a bulletin out this week which shows the per capita expense of the different municipalities. The city of Winnipeg showed up worse than was the case, as was pointed out by Mayor Parnell; but the statement coming out this week shows that the city of Edmonton has made a greater reduction in expenditure per capita than almost any city in the Dominion of Canada. The two things balance one another. We are interested in the facts, and we have to deal with the facts serially.

MAYOR PARNELL:—I do not want Dr. Brittain for a moment to think that I offer criticism. I believe that the Bureau is doing wonderful work. I appreciate the information that we got; but I do think that the real facts have to be got before we get the real value. I say to Dr. Brittain that I have very much pleasure in moving a vote of thanks, and I move the paper be put in the hands of every municipality, because to-day is not a day for making expenditures. We should curtail on capital account. Am I right?

DR. BRITAIN:—Yes.

MAYOR PARNELL:—Why? Because we are paying high prices for money. Not because we want to spoil industry; but if the time comes that we have lower money, the conditions we are creating now are going to be hard to bear. The more information we can get out among the people through such mediums as the Bureau of Research and other organizations the more we delve into our own public affairs. What we need in this country is a higher citizenship than we have.

What are the facts? Take Winnipeg. Winnipeg had two million dollars for schools and less than nine per cent came out to vote. It is a crime when men and women so far forget themselves and their own interests and welfare and their children's welfare not to come out and express themselves one way or the other. I have said so in Winnipeg. I shall say so whenever I get the opportunity. What we want in this country is a more active, intelligent and interested citizenship.

MAYOR HARDIE:—Mr. President, a discussion or debate is always a particularly interesting thing, and I do not think we can get too much information; but the diversity of objects is so numerous that it is hard to arrive at a question that could be satisfactorily handled by comparison. The city of Lethbridge has a pay-roll of a million dollars a year, of which about six hundred thousand is regular income and four hundred thousand comes from public utilities. We own all our utilities. Perhaps of that six hundred thousand, twenty per cent is with the council which means they have got to dig up eighty per cent of the budget and they have absolutely no say in what shall be done with it. It is just as Mayor Parnell mentioned; the school represents about one quarter, or probably a little more than that. Our police force is probably fixed at the minimum. The underwriters say that our fire department must have so many men in it and must cost so much. So that, out of the six hundred thousand dollars, the Lethbridge council or commissioners control less than one hundred and fifty thousand.

The point I want to bring out more than anything else is this: They tell us we must not borrow money on capital account under the present circumstances. We all agree with that. They also tell us that we borrow on debentures of too long a term, some times longer than the life of the utility. But, I am often constrained to ask these people what is the life of a utility. If you go on from year to year adding, improving and repairing, and at the end of say twenty years you have a pump which may be somewhat used and not as good as when it was put in and then you have some trouble with it, you are left with a good pump that is worth at least eighty per cent or some such portion of the value. How are we, under the present condition, to pay for all that. If we do then we put upon ourselves a burden that is too heavy. In the city of Lethbridge we realize that we have an equipment for a city of from thirty to forty thousand people. We have pumps and various other things in the power house that I imagine will run fifty years from to-day. It is up-to-date machinery, but it will be more or less obsolete then, but it will have some value, and will not have to be discarded for the coming generation. I say that the average life of much of the apparatus is much longer than is generally thought. Secondly, they should not be put on a basis that some of our friends want them to be put on. Now, this gentleman remarked to-day that there are only two cities that pay taxes on their public utilities. The city of Lethbridge has taxed at the regular rate all the utilities as long as we have had them. I think that is a good basis, and that is another reason for arguing that the life of a public utility is much longer than is generally admitted. The fact that you are paying taxes on it leaves no burden except by the bonded indebtedness. Some cities lay aside a depreciation fund; but we do not do that. I think the city of Edmonton and the City of Calgary both do it; but it is something that nobody outside of Calgary and Edmonton seem to be able to entertain. They do it in their own way and do not convey a great deal of information to the outside public. I think everything should be open, square and above board for everybody, not only the bond buyers, but the whole world should know exactly what their cities are doing. I believe that any man in office should go into that office fully convinced that a public office is a public trust, and if that is done no city will go very far astray except so far as it is led astray by the ordinary conditions. These are conditions that we cannot have. All the western cities are burdened with a tremendous debt. I remember when Winnipeg had a tremendous struggle, but it got out of it, and now they are on easy street and Mayor Parnell can come in here and talk with a great deal of gusto and we all appreciate it. We are all proud of Winnipeg. Winnipeg looked at one time as if it would never get up the hill. It has got up and we are taking it as an example and will follow it. We expect that in the next thirty or forty years we will be on the top of the hill, and we will all feel proud of the city, not only concerning that particular debt, but of its whole history in the past.

MUNICIPALITIES AND LABOR

THE PRESIDENT:—We have with us to-day Mr. Tom Moore, President of the Trades and Labor Congress of Canada. Mr. Moore does not need any introduction from me. He is a gentleman who is well known of outstanding ability, and of what is very much more important, not only in labor leaders, but in all public men, of eminent sanity. Many of us who do not approve of that is done in the name of labor, feel that labor should be congratulated in having a man like Mr. Moore as its president, and it would be very much in the interest of Canada to have more men like Mr. Moore.

MR. TOM MOORE (President, Trades and Labor Congress of Canada):—Mr. Chairman, visitors, and members of the Union of Canadian Municipalities, unlike Dr. Brittain I have not prepared any paper, not because it was too hot to commit one to memory, but because it was too hot to write one. I trust that the different remarks I make will be taken as they are given—perhaps of a rambling nature, but, nevertheless, I will attempt to confine them to the subject of the title of my address.

I might say that the previous speakers you have had have been experts speaking to laymen. On this occasion you are going to have

U. C. M. CONVENTION (Continued).

a layman speaking to municipal experts, because anything I might say relative to public utilities can only be said from the outside; whereas, I take it that you gentlemen are mostly concerned and have been directly responsible through your membership in the city councils for the direct operation and the carrying on of some public utility and this has given them the practical knowledge as well as the idealism or theoretical knowledge of the subject of public utilities.

Public ownership of public utilities, in my estimation, is simply a question of machinery. It is a question of the state of the public mind. To-day we find after many years that only certain utilities are spoken of as being essentially owned by the public. We find good people throwing up their hands and stating it would be a disaster to the community, whether it is municipal, provincial or federal, if such a thing takes place. They believe that the proper sphere for such utilities is in private capital and private investment; and, yet, we often find these same people, if they are asked to allow to revert back some utilities that are already publically owned would throw up their hands in just as much horror and say the thing was unthinkable and impossible.

I have no doubt that all who are here to-day feel they could point with some pride to some utility that is owned and operated by their particular municipality or by their particular province. I know that in the city of Ottawa, the citizens of this capital city of Canada have a great deal of pride in pointing to some utilities which are owned and operated by the municipality. Perhaps, we are not proud of our markets because we feel there is some room for improvement and development there, and yet the ownership of the markets is not repudiated by any citizen. Our garbage system is no longer contracted out; and the car fare to all the outer portions of the city, while it is dear, the citizens are proud of that too.

I fancy there is possibly no representative here who would tolerate for one moment the granting of a franchise to a private corporation to serve the citizens with their drinking water and their water for sanitation, and yet it is only a very short period on the North American continent since it was thought to be the legitimate sphere of private capital to serve out at a profit on private investment the water which was essential and necessary for sanitation, comfort and health of the citizens. We already see progress and development, and we now recognize the fact of public ownership of public utilities.

In the western part of Canada most of the cities to-day own their own street car systems. Toronto will also own its street car system. And, yet, I think many of you will recall that it is only a few years ago that the fact of the municipality owning a utility of that kind would have been repudiated in all directions. In fact, to-day in some cities the struggle is still going on, Ottawa included, as to whether it is a legitimate sphere of development. Yes, I do not think there is any city of any size that would think today, if they had no street car system, of granting the franchise to a private corporation. So that as public utilities become more commonly owned, the public mind expects them more; and, what is more vital, they begin to recognize that they can be made efficient, and largely so because the public mind is behind them. So long as the public mind is led to believe that a public utility will be a failure because it is owned and managed by the public; that political influence will make it impossible to operate efficiently; that they cannot secure proper managers through public ownership; so long as the public mind is led in that direction we must expect that those who are placed in charge of these public utilities will feel that there is no high ideal expected from them; that even mediocre results will be satisfactory to fill what is being expected of them, and we will not see the highest type of management. Just so soon as the public mind can be brought to believe that public management can be as efficient as private management, then those who are responsible for that management will naturally demand the highest type of efficiency and will get it the same as private industry can get it at the present time. Therefore, the condition of the public mind is a very important factor in public ownership.

There are, possibly, some who look upon public ownership of public utilities as a socialistic measure to bring about some kind of commonwealth opposed entirely to the idea of private capitalization and to private ownership of industry. On the other hand, we have the extremist to-day, in the socialistic field who looks upon public ownership, municipal and public capitalization, as simply the introduction of a bad system—a system of capital, a wage system. I do not think that either are exactly right; but I do believe that public development or public ownership of public utilities is a step in the direction of substituting service for profit. In other words, in any municipality the object of public ownership is service at the lowest possible rate, without undue profit, but always having in mind that the object should be the highest class of service to the community or to the municipality in which it exists. We have, in Canada, achieved a considerable amount of public ownership. I am not going to confine myself at this juncture entirely to municipal ownership, because we have, as you are aware, not only municipal, but provincial and federal public ownership of some utilities. Take

our railroads, for instance, in the Dominion of Canada. The public to-day own more than private capital own. If we look into provincial ownership we find our great Ontario Hydro-Electric system and our Harbour Commissions which are public authorities, who control our ports of entry for our shipping in this country. Therefore, I do not intend to confine my statement exactly to municipal ownership. But, we find to-day that public ownership in many cases has been a matter of development, not through the ideals or standards of those who have advocated it longest, not, perhaps, through the ideals of those who have looked upon public ownership as a means of reaching service instead of profit; but, rather, of reaching a point where industry of certain types would be carried on for service rather than profit. It has come about through the development of the system of private capitalization itself. In the first place we have found that in certain lines—take a street car system, for instance,—we have found that competition was not the life of business, but was the destruction of it and the bringing about of a very bad service. In other words, if we have three or four private companies running through the streets of a city, no one of them could possibly be on a proper financial basis. Unless you had a interlocking system of transfer you know the service you would get. The result was that the natural development, even with private ownership, was to grant a monopoly which had the result of obliterating competition. You might take the same thing in municipal, provincial and federal matters. The bringing about of private monopoly often led to this basis, that they manipulated profits and saw an opportunity to control the stocks. The opportunity for manipulation of the stock markets, of bonds and stocks and all that by privately owned monopoly was too great, and the result was that the public then demonstrated some form of control such as the Railway Commission to control railroad matters. There were various other forms of control. To-day, those who are contending for the continuation of private ownership are turning from public control to the service at cost system, whereby the city councils would be able—and do in the city of Montreal—to have their own manager along with the owners of that particular system. These people have held to the point that those who own the capital find that control gradually tightening on them, with the result that after a few years of control they have come to the conclusion that they have got all they can from the method of exploitation and it was just as well to trust to the future in its entirety. In other words, if the public were going to control and see that profits were limited and capital properly employed, the profit should come from operation and not from stock manipulation. Those, then, who owned that capital in many instances came to the conclusion that there were other fields yet uncontrolled, and they have gone to these fields with the result that the resistance of the privately owned companies has been broken down. The competition of the Hydro-Electric system, I believe, had much to do with the final surrender of the MacKenzie interests power in electric development in the city of Toronto as far as Niagara Falls in the Province of Ontario was concerned. The chief factors of development have often been the establishment of public owned utilities, not from the basis which labor has looked upon it, but its development to relieve capital as in the case of the National Railroad—to save certain banks from disaster.

The interests of labor in this particular matter are not of a standing growth. I think I am correct in stating from the records of the organization which I represent at the present time that, so long as there has been a labor organization in the Dominion of Canada, there has been agitation for public ownership.

Labor organizations thirty-seven years ago held the first convention of the Trades and Labor Congress, where they passed resolutions asking for the public ownership of certain public utilities. And let me just interject this: how many of you to-day look upon the ownership of toll roads as a legitimate field for private enterprises? and yet in Ottawa we have only succeeded in abolishing them in some instances about two years ago. Just on the other side of the river they still exist, and private capital controls the ingress and egress from the city.

The interest of labor has been, first, to see that the necessary articles which may be produced—whether it is water, whether it is power—which are developed from the natural resources such as the water-power of our provinces or our Dominion are operated for the continuance of our industries as a whole and for the lives of our people as a whole. We have found in this case that the people themselves should have some say in the control and development of these natural resources. Therefore, we have tried to lay out a programme in the past, and I think that programme stands to-day and is just as necessary as it was in its first inception. And here, probably, is where I may differ a little from the minds of many of my listeners to-day. Labor certainly desires that there should be no profit taken from the development of these natural resources which are the requirements of human beings, but they do not agree that the development of these industries should take place exactly in harmony or along the same lines with the development of private industries. In other words, we look to the human side rather than to the dollars-and-cents side of the development of public utilities. It may be of some importance to an industry using one hundred thousand horse-

U. C. M. CONVENTION (Continued).

power whether that horse-power is worth \$18.00 or \$18.50 or \$22.00; but the average wage-earner who is burning a few kilowatts in his home is not so much interested in whether it is \$18.00 or \$22.00 as he is interested in knowing that the first thing to be expected from that utility should be a wage sufficient to give him a proper living according to the general standards of living today. In our public ownership of public utility development we have taken the management in too many instances from men whose minds were trained to private ownership of these industries. We haven't yet had the time to train men, nor have we the men in sufficient numbers who have the broader idea which the labor movement has been expounding. The same principles are injected into public ownership that have been so pernicious in private ownership. The Hydro-Electric Commission has stated on more than one occasion that it is its duty to see that the capital cost of the development of that power is as low as it can possibly be. It is just adopting the same attitude as if it were private capital. To bring about these conditions, the interests of the workers have often been neglected; and I see that they are stating that they must take cognizance of the conditions instituted by private corporations and by Americans at Niagara Falls. Public ownership must see that the first duty of that public utility is to give a fair and proper wage to those called upon to use their manual labor or mental labor, whether mechanics, or surveyors, or anybody in the higher round of management; that they should receive a fair remuneration and a sufficient remuneration to secure for the service of the public the best type of man. Secondly, there should be paid to capital a fair return for the money necessary, not in the shape of profits, but in the shape of fixed salary, for capital just as labor demands a fixed salary. There should be created a fund sufficient to take care of renewals and such matters. The third factor is the purchase of materials. Public authority should buy materials with just as much concern as they buy their labour to-day. We often find that they will haggle about a few cents an hour for labor, and they will go to the large corporation and buy steel. The sellers say that is the market price, and they have to pay it. Because we are able to pay cash, we should not be called upon to bear the burden of a proportion of the bad debts of an industry, nor should we be called upon to pay exorbitant prices, because it is ready money and a quick turnover; but they should buy as low as possible and give a fair return and remuneration to those who are producing the low material, and nothing more. Having established these factors, they should govern the selling cost. The only question arising is, what is a fair remuneration? Probably there is no matter which is more contentious for the city councils and public authorities of this Dominion than the question of the fixing of a fair remuneration for the workers themselves. Many people seem to think that because aldermen or commissioners are elected by popular vote that it is impossible for them to make a mistake or a misjudgment, and that whatever they fix as a proper wage for a workman or whatever they fix as a proper salary for one of the officials must be right, because they have been elected by popular vote and, therefore, cannot make a mistake. I beg to say that mistakes can be made under the system of wages and salaries being fixed by public authorities just the same as they can by the management of a private industry; and, therefore, there must be some method by which an adjustment can be made. To-day we find this anomaly so far as public utilities are concerned. Certain industries are governed by the Industrial Disputes Act of Canada; that is, our power developments, our railroads and so forth, so long as they are owned and operated by private capital. The Industrial Disputes Act says that, if there is trouble relative to the wage and working condition no strike or lock-out shall take place until a public board of investigation has been formed under the Act; but the moment that that same utility becomes transferred to a public authority, whether it is an elective one or whether it is an appointed commission, so long as it is a public authority, then that principle ceases to operate and that public authority has absolute power to lay down the regulations and the laws. That is wrong; because they say to the worker: you have no court of appeal; if the conditions under which you work are in your mind unjust, you have no alternative but to cease your employment. If the workers go out as a body, we have the public mind agitated at once because the community is left at the mercy of such conditions as lack of water and transportation, because a strike has taken place. I think the time has arrived when a change must take place. It was reached in the city of Quebec last year, when they passed legislation in the Provincial Legislature where arbitration was to be applied in the case of disputes affecting the fire department, the police department and so forth. The Manitoba Industrial Disputes Act covers that; but it is not so compulsory. I venture to say that we could avoid these unnecessary disputes in regard to public utilities if the workers had recourse to some court of appeal, if the workers do not care to accept conditions which may be laid down.

Then there have been a number of developments which have been taking place, not so much in Canada, but especially in Great

Britain; and that is the formation of a joint council in public-owned utilities where the administrative side is represented. The municipal council and governing bodies have a number of representatives, and, on the other side, the workers employed in that industry have an equal number. They meet not only annually for the drafting of wage agreements, but they meet in joint council, frequently for the purpose of considering questions of improving not only working conditions, but conditions that threaten industry as a whole. This is carried out not only in connection with private-owned industries, but also in connection with municipally and public-owned industries in order to eliminate the coming to a head of some particular dispute.

I would like to impress in passing the matter of a fair wage clause—a clause which should be inserted by all public authorities covering the workers who are employed in the development of public utilities; because, unless that is done, it affects not only the worker but the fair contractor as well. The fair contractor says, "I know the bricklayers are being paid one dollar an hour and laborers fifty cents, and I am basing my contract on these prevailing prices." His tender is thrown out. Some other man says, "Economic necessity will enable me to employ men at ten or twelve cents less, irrespective of a living wage," and his tender being the lowest is accepted. Therefore, the preserving of fair wage regulations is not only for the benefit of the worker, but for the best type of contractor and employer in the vicinity where the work has to be done. A fair wage clause means that the prevailing or current wage acknowledged by the fair type of employer should prevail. The municipality or government does not lead the way, but it acknowledges the conditions that had been brought about by private negotiations between the highest type of employer and the best type of workman in that vicinity. That is all that a fair wage clause means when boiled down to its last analysis.

Now, Mr. Chairman, I have rambled along indirectly with the subject, but there is one thing I would like to summarize in conclusion and it is this: that the ideals of labour have been brought together in co-operation with the efforts of the mass of the community so that the natural resources and every natural requirement and development may be operated for the joint and mutual benefit of all, and for the improvement of social, moral and economic standards. The development of today is that these public bodies are being charged with the responsibility of gradually developing these public utilities that are so necessary. Whether we like it or not, whether it is feasible or not, the growth is in that direction today. Some are optimistic enough to believe that we will see a greater growth during the next ten years in the development of public ownership than we have in the past.

Before closing I wish to say to you that I disagree entirely with the remarks of Mayor Parnell so far as the expenditure of money at this particular time on public utilities is concerned. Public utilities owned municipally, provincially or federally should so arrange their contracts and their development that they will not conflict in the better time with private industry and they will be able to carry on their work in such a manner and to let their contracts so as to take up the slack which is created by the fluctuation of private industry. And, to-day, under our present control of capital by private ownership, it follows that you will be paying the highest rate of interest because of the fact that the depreciation in the business world is usually caused by the high rate of money which is demanded and, therefore, private industry does not need it and there is a slack in that direction. If municipalities are to carry on their work at a time to take up that slack we may be called upon to pay higher for the money; but is it not better to pay a few thousand dollars more for your money to carry on useful operations than to pay out ten times more in doles to men and women who have to live, and who look upon the community as something which has to provide a living. You know we are not going to let men and women starve. Is it not better business to construct a street car system in order that we shall expand—it may not be exactly profitable from a dollars and cents side—than to limit your street car system to the congested areas, build up your slums, and spend ten times more money in dealing with problems which result from those conditions in that particular community.

Our idea of public ownership is not one of profit; not that it is the best time to build economically or the cheapest time to construct; but it is one of humanity. It is to provide opportunities for useful employment for those who are sentenced by private industry to idleness. It is one in which the best type of humanity must be developed, and the best type of city must be developed; and that I leave to you as the ideals of the labor movement in the public ownership of public utilities.

MAYOR GARCEAU (Drummondville):—I congratulate Mr. Moore on the address he has just given us. He is one of the men who has gone after public ownership, and I believe it is for the people to understand that this can be done; and the time will come when we will be able to have public ownership everywhere. It is true that Canada has made great strides toward that end. Years ago it was contemplated; but now we have many public utilities created by municipalities with success. To successfully operate public utilities we need technical experts; but people do not want to pay their

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employees the same salaries as private firms, and that is why it is nearly impossible for a municipality to operate a public utility. I have been mayor for a long time, and while I do not know of the power necessary to operate light, I know it was impossible to have the right type of men in charge. They were elected by the people and they had their friends, and it was nearly impossible to remove a man who got in. I believe the time will come when the ideals of Mr. Moore will be established all over the country. I am absolutely in accord with them when he says that when times are hard that is the time for the public corporation to come to the help of labor in order to enable him to make a living and to have the dignity of a man. I know people say times are too hard and it is not safe for the corporation to borrow the taxes in order to give a living to every wage earner; but in our little town we do our best to pay a fair wage to every man. If the wage earner did not have work, where would the land owner get money to pay the taxes, and the same applies to the trade. The grocer and the butcher receive no money if the consumer has not any. I think it is a proper time to urge public corporations to do their duty to give public work which will have a beneficial affect.

MAYOR THURBER:—I believe in public ownership of public utilities for the benefit of the public, but when public utilities are involved in a great organization I do not believe in that case they should exist. We have had for the past five years a very bad example of public ownership here in this country—a very monstrous example of public ownership; and I believe we should be very careful in embracing public ownership on a large scale.

With regard to the address of Mr. Moore, it was very interesting. We all sympathize with the labor element. They are our best friends. They are good workers. We wish to help them all we can, but we must limit ourselves. At the present time my opinion is that we must be very careful, and we have to step on sound ground.

MAYOR DENAULT (Sherbrooke):—Mr. Chairman, on this subject of municipal ownership we generally hear from our western friends. They have taken great risks. Winnipeg did that some years ago. But, large cities can make mistakes while small cities cannot. Montreal, I understand, makes mistakes right along going into Commission administration and other kinds of administration. They may make mistakes but small cities cannot. I know we have small cities in the Province of Quebec that are urging municipal ownership for the development of investment, because we have the labor proposition; but we have a safeguard to that. We have the Municipal Department in Quebec that will not allow any bond to be issued unless there is put before them a statement showing the possibility of paying for the bond that is going to be issued. It is a safeguard for the bond holder and the small municipality in taking the wrong course in regard to municipal ownership. Now, in some instances when we talk of civic matters in convention some go too far on municipal ownership ideals. I may tell you that we are going into selling coal for the benefit of the consumers. We may go into cold storage, and I suggest that in this country we should have cold storage in every important centre for the benefit of the consumer. I am in favor of municipal ownership because we carried out a scheme in Sherbrooke and we made good. We have over eight hundred thousand dollars of sinking fund that we made in our electric department; but we do not go into municipal ownership for buying a street railway. We went into municipal ownership for developing our natural resources—our water power, and I suggest that is the same for us all, whether in the east or in the west, that we have to see where the revenue is going to come from to develop our natural resources. We have made good. We charge the citizens a fair rate, and, at the same time, we provide for a sinking fund. If we do not provide for a sinking fund our consumers will say we are making too much money; but if they see a good sized revenue and a good sized sinking fund that satisfies the citizens. I have just mentioned this in a few words to show that we have made good; but we do not go into municipal ownership in Sherbrooke for the purpose of being in favor of municipal ownership.

MAYOR PARNELL:—I wish to correct a statement made by Mr. Moore. He leaves the impression upon your minds that I advocated the non-expenditure of money on capital account. That was not my intention. I say that the utmost care must be taken and the greatest watchfulness exercised in any expenditure on capital account at the present time owing to the conditions that prevail. I say that in the city of Winnipeg—pardon me for mentioning the city again—we have this year spent nearly a million of dollars on building homes for the workers, and the reason for that is that we were able to get money at a lower rate than could be borrowed from the loan companies. As a matter of fact the loan companies haven't got it to lend. Now, there is one evidence that I believe in spending money when you can get it with safety, because I want to tell you that we loan that money at three per cent on twenty-year return payments, and we haven't gone one dollar in arrears for over two years, and we have an investment absolutely safe. I believe in spending money when can spend that money legitimately and not prejudice the future of this country.

With reference to unemployment I take the position, and I read Mr. Moore a document this morning that goes to show beyond any question of doubt the views that are held by some of us in Winnipeg, that is, that we have to face the unemployment situation and it must be taken care of. I believe that it is better to take care of it by providing work than by dealing out doles. I do not believe in that.

MAYOR SAMSON (Quebec):—With regard to public ownership of public utilities by the cities, the greatest difficulty we find is to get competent men to take charge of these matters. Secondly, the labor which works on public utilities is not giving the efficiency that they would give to a private utility. That is the greatest trouble we have found; that so long as it is a public utility, the worker wants to get as much money as he can and he wants to give as little work as he can. In public utilities it is hard to get a good organization owing to lack of competency. Men who work should be paid, but they must understand too that they must work. In any industry I am interested in we always try to pay the men on what they earn. In the case of two men working on the same line of work, one man will earn more than the other; but does that mean that we have to pay the two men the same wage.

MR. TOM MOORE:—Mr. Chairman, I do not want to enter into a controversy or abuse your privilege, but I wish to draw one or two facts to your attention. A charge is easily made, but it is sometimes hard to substantiate; and the charge which has just been made is that labor when working for public utilities is not efficient. I venture to say that private employers would try to prove the inefficiency of their labor. I made it plain in my address that the efficient men is largely so because of the standard demanded, and so long as public ownership is regulated by political favors, and so long as there are promises on election day, human nature will be the same all over.

Let us take as an illustration the port of Montreal as being a public owned utility, not developed by private capital, and is the most efficient port on the North American continent. I defy contradiction. It is the cheapest port, and it has been developed over natural obstacles. If the men were not giving good service how would it be possible to do that in competition with Boston and New York. Then, we have our Hydro-Electric which, again, is a public utility. We have found that it is possible, buying material in the same market with private industry, to give a return of six and a third to six and three-eighths per cent, equal to any private industry. Yes, we find that through this industry I can get my light in the house for three and a half dollars where it costs thirty-seven in the city of Montreal under private ownership. Now, these are facts we have to come down to. Now, I think there are some eighty thousand employed in the province of Ontario in public owned utilities. Now, they are having their material in the same market with private industry, so why the extra price in Montreal where private ownership controls.

THE PRESIDENT:—Mr. Moore, we wish to thank you for your very interesting and instructive address. We ask you to take from this Union to the organization you represent the best wishes of the meeting.

Proportional Representation

MR. H. P. HILL, M.L.A. (Chairman of the Ontario Legislative Committee on Proportional Representation): Mr. President, and gentlemen of the Union of Canadian Municipalities:—I wish to express my deep sense of gratitude for the honor conferred upon me this morning in being allowed to address you on the question of Proportional Representation.

P. R. is a subject about which there is a great diversity of opinion. It is impossible for me, in the few minutes I have, to go into the question of electing members to municipal councils under this system at any great length. I merely propose to deal in a very general way with the progress of this movement in Canada and other parts of the world.

P. R. has been described by a very prominent and well-known newspaper in this country as the "latest new-fangled fad of radical theorists," and it has been described, on the

other hand, by a very excellent old journal, the Philadelphia Public Ledger, as a system against which there is no argument but the natural conservatism of the voter. The intelligent electorate will finally vote for it and you will see that there is a rapidly forming opinion in this country which is exactly in line with the sentiments proposed by the Philadelphia Public Ledger and not with the first newspaper which holds sway at the present time.

Is it a fad of radical theorists? Let me run over the names of prominent statesmen in England who have expressed themselves in favor of this method. It is advocated by Lord Birkenhead, Rt. Hon. H. H. Asquith, Mrs. Phillip Snowden, Archbishop of Canterbury, Lord Robert Cecil, Lord Lansdowne, Lord Milner, Sir Horace Plunkett, Rt. Hon. I. R. Clynes and Mr. H. G. Wells.

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When statesmen of world-wide prominence such as these men have publically expressed themselves as most heartily in favor of the adoption of this new method of electing members to the British houses as well as the municipal organizations, it seems to me that the question as to whether it is a wise move to adopt it in this country should be considered and studied very carefully by open and unbiased men.

P. R. has too often been spoken of as new fangled. It is a system which has been in vogue now in the greater portion of the world. It is in effect in municipalities in the following countries: Denmark, New South Wales, New Zealand, Tasmania, Belgium, Germany, Sweden. It was used for the election of educational authorities in Scotland, and used in Ireland for the election of municipal and county councils, and also for the recent elections for the Ulster Parliament. I would submit, and I think you gentlemen will agree with me, that the municipal government of European cities is of a very high order. And, when these municipalities have adopted this system it is something which we can see is very strongly in its favor. It is interesting also to note the widespread adoption of P. R. in the warring countries since the war, Germany and the others. They have adopted this method of electing their candidates not only to the smaller bodies, but also to the larger municipal bodies. In Canada the spread of P. R. through the western provinces—Manitoba, Saskatchewan, Alberta and British Columbia—now permit their municipalities by a plebiscite to adopt this method of electing candidates to a municipal office. Every city west of Ontario of the size of twenty thousand or more with the exception of Edmonton have adopted P. R. I am glad the Mayor of Winnipeg is here to-day. The cities of Vancouver, Calgary, Regina, Saskatoon, Moose Jaw, North Battleford, Port Coquitlam, Westminster and Victoria have all adopted this method of plebiscite. Like every new method it is subject to criticism in the municipalities; it is not pleasing everybody. In Victoria they tried it last year, and shortly after the election they held a plebiscite and by a vote of the people they reverted to the old system. However, the condition of affairs in Victoria was unique. The proposal was forced on the people seemingly too hastily. The people did not understand it, and there has not been sufficient education prior to its adoption. The plebiscite was carried by a very small vote—only two thousand voted out of ten thousand on the list; and really only twelve per cent. of the voters voted in favoring it on that occasion. The fact that it has received a set-back in Victoria has no bearing on its merits. I happened to see a dispatch from Vancouver in the Citizen of last night stating that in Vancouver, where they tried it in the last election, an effort had been made to ask for a plebiscite for its withdrawal, and they could not get sufficient signatures to warrant the City Council having a plebiscite. I think we can say that in the cities throughout the west where it has been tried it has been favorably received by the electors.

There are numerous objections to it to-day. The first objection is that it is too complicated a system for the ordinary voter. I would submit to you gentlemen, that in as much as all that it requires is for the voter to have sufficient intelligence to express his preference for different candidates—but that does not require a very high order of intelligence—not much more intelligence than is required to mark a cross after a couple of names. All that is necessary is to mark one, two, three, or four, etc. after your choice. That is to my mind a very simple act for an elector to do. Then there is the counting of the ballots which is not very complicated; but it is not a matter that the elector, as an individual, is interested in.

It is interesting to note the percentage of spoilt ballots in municipal elections in various cities in Canada and other British countries. In Glasgow the percentage was only 2.2 of the vote cast, Edinburgh 1.9, Calgary in 1916, 3 per cent. In Sacramento, where it has been tried just a few months past, in the month of May the percentage of spoilt ballots was only 1.7, and in Vancouver it was only 2.7. In Victoria, due to lack of proper educational propaganda before its adoption, the percentage of spoilt ballots ran of the 5 per cent. In West Hartford, where its adoption was opposed by all the newspapers of Hartford and finally adopted, the percentage of spoilt ballots was only 3½ per cent. These figures should demonstrate that so far as the elector was concerned the objection that the system is complicated is an objection that is not founded.

We are told that the method of counting the ballots takes too long and that the process is too complicated. Gentlemen, when you see any system of rules and regulations it looks complicated. I think if you gentlemen understand the game of baseball, and if you take the rules and regulations of umpires of the big leagues of the United States and tried to teach nine boys how to play baseball from these rules the boys would not think it a very easy game. When you look at the rules and regulations governing the counting of ballots in an election they look very complicated. In actual practice, as has been demonstrated, the balloting, counting and sorting proceed swiftly, and it is a very simple procedure when once it is understood.

We are told that one of the objections that is very often raised is that it results in the division of the electors into groups. The experience in European countries has been the reverse. We have the groups in Canada to-day whether we like it or not; and as has been very well expressed by Mr. Hooper, the Secretary of the P. R. Society of Canada; it is very much better for a group of people to think that they are adequately and fairly represented in proportion to their voting strength in a municipality than that they should go round with the grievance that they are not properly represented in legislative or municipal bodies. Groups will be proportionally elected. To-day, an alderman elected from a small ward is supposed to represent all the viewpoints of the people in the ward, which is utterly impossible. We elect from the city at large under P. R., and then we know that any substantial group of people in the city would be represented exactly in proportion to their voting strength in the municipality. If there was a strong public ownership feeling in the municipality represented according to its strength in the municipality; and that is an advantage which cannot be obtained under the old condition. I wish to bring to your mind the fact that P. R. is a thoroughly workable system; that it is supported by the most eminent men in the British Empire irrespective of their political leanings. You gentlemen who are interested in the municipal life should study it with open and unbiased mind and endeavor to see if it is not an improvement on the present system which has been in force for some time.

I mentioned the election in Sacramento held in May of this year because it is a city of comparatively large size. After the election the press published five columns of interviews with prominent citizens. In the United States you know the party system enters into municipal life and municipal politics; and it is interesting to note the views expressed by some of these men in the city of Sacramento after the election. Some of the chief interviews were with the following:—

Major J. W. Woolbridge, of the California National Bank.
Percy G. West, State Assembly man.
Martin I. Welsh, defeated candidate.
Peter J. Shields, Judge of the Superior Court.
M. J. Desmond, City Clerk.
Hugh Sydenham, Chief of Police.
H. W. Funke, Council man elect.
Chas. C. Hughes, Superintendent of Schools.
C. F. Dillman, President National Bank of D. O. Mills & Co.

Jos. H. Quire, State Law Librarian.

These views are given by gentlemen who are well able to express their opinion. I have to thank you gentlemen, for listening to me.

Mr. W. D. LIGHTHALL:—I would like to know the opinions of the different gentlemen.

Mr. FRED COOK:—I wonder if we might ask Mayor Parnell to give us a word or two as to how it is working in Winnipeg.

MAYOR PARNELL:—My colleague here, Alderman Simpson, has had some experience in P. R., and I think he could give you some explanation.

ALDERMAN SIMPSON:—I am not an expert in P. R., but I had the experience of going through the last election. The simplest way to illustrate is to state the condition brought about in Winnipeg. Winnipeg has got quite a lot of publicity in one way or another. We had several wards, and we asked to have them combined together and made into three wards, gradually bringing it down to the city at large. In this particular instance, of which I am speaking, the question was one of the foreign population of Winnipeg. I represent the ward which is called the foreign although I am a Canadian. We have in that district, if you understand the political situation of Winnipeg, the citizens' ticket and the labor ticket—a distinct cleavage as far as municipal life is concerned. In ward 3, which I have the honor to represent, we combine three wards, namely: wards 5, 6, and 7. In

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that ward we have six labor men. I believe that at that time had the election been under the old programme labor would have had three seats. Under proportional representation we lost one seat. That is to say, there was an element in that ward that did not believe in labor being represented in the city council. Under proportional representation the other element has a representative which it could not have had if we had introduced three particular wards. The result is, as was stated by the speaker, that you have a representation of the different elements and the different lines of thought. In this particular instance it worked against labor.

MR. COOK:—Did labor elect any of its representatives in the other two wards?

ALDERMAN SIMPSON:—In Ward 2 Alderman Boyd ran and labor succeeded. They had one man in what was called Wards 4, 3, 2 and 1. There was only one labor man successful out of the eight seats. That was in Ward 1 which is the wealthy district. You may have that in Ottawa. It is a certain section of the city which is the wealthy section. Then Wards 3 and 4 are practically what might be called the clerical section. In that district labor succeeded under the old system in getting one. Under P. R. they again succeeded in getting one, and that one happens to be a lady. So that you see, according to the old system, speaking for labor, we are not satisfied that we had our due proportion. However, we hope to remedy this at the next election.

MAYOR PARNELL:—The year before you had half the council under the old system. This year you have only about 1-3.

ALDERMAN SIMPSON:—You gentlemen may have heard of the cleavage in Winnipeg in the year 1919. There was something doing out there at the time. At the time we had seven members out of fourteen. We did not have the mayor. We changed this system and increased the council to 18. They were afraid, under the old system, that labor would capture the council. Under the new system, with 18 seats, we could not possibly do it at that time with the result that we have 6 seats out of 18 instead of 14. I do not blame that on P. R. I think it is only a question of time and education that the public will come to the fore and will make it fifty-fifty. There is only one question I would like to ask the speaker. Has he taken up the question of the ballot? I have watched this very carefully during the counting of the ballots. There is what is called the rotating ballot. The city council agreed that it was a right and proper system and we asked the local legislature to allow us to use that style of ballot, and in their wisdom they turned it down. However, we are going after it again. The rotating ballot means this: A, B, C and D are on the ballot paper. I am supposing that we have three members for each ward—three men to be elected out of a list, A, B, C, d and E appear on the ballot under the system which we use. I think it was in the city election of 1920 that in one instance there were six candidates in Ward 9 and in Ward 8, with the result that we borrowed the letter "N." There were only two men elected, and both these men were city aldermen. But, in watching the counting, I found this; in the particular ward I was representing, that invariably, after the first choice had been made—for instance, B. Smith—the ticket would run two-three, two-three invariably. Under the system of the rotating ballot, each one would appear in rotation giving each

man's name as what the name started with. He would be at the top of a ballot in the same ratio as any other man. Under the system we use the man with the letter "A" stayed at the top of the ballot all through the election, with the result that the man at the bottom did not get a square deal. I want to ask the speaker if he has given any study to this question; which is the proper ballot, the stationary or the rotating ballot? The individual citizen goes to the poll with the idea of voting for a certain man for sure. After he has voted for his candidate he is indifferent about the next two or three men, and he takes one, two and three, just as he happens to catch the names on the paper. Under the rotating system he has to pick out his man, and he will more than likely look for his second and third choice.

MR. HILL:—Mr. Chairman, in Calgary they have adopted the rotating ballot. I think it is the fairest ballot. In Calgary they have adopted the P. R. system in connection with their various plebiscites. I was shown a bunch of ballots recently in connection with a certain matter, and they used the rotating ballot in connection with the various questions submitted on this plebiscite. As the speaker said, voters who are indifferent are apt to mark their ballot one, two and three; but with the rotating ballot everybody has an equal chance.

ALDERMAN BOYD:—Mr. Chairman, in Ward 3 of the city of Winnipeg, we have 32,000 electors. In Ward 7 we had about 3,000 electors and we elected two representatives for Ward 7, which is the same as Ward 3 with 32,000 electors. Now, they change the three ward system. The year before if P. R. had been carried under the three ward system the surplus given to Alderman Fisher would have elected other citizens. That is the reason that P. R. was adopted there because these ballots were all spoilt, and he got an enormous majority over the other man. In that way, under the three ward system, it must be worked out fairly. In Ward 2 "M" McKercher was the first and then came "B" Mrs. Kirk. The alphabet started in the middle so it worked the other way around. It does help out a little, I think, to be at the top of the ballot paper, but the cost of the counting of the ballots is so great that I would not think of changing the alphabet around. It also looks to me as if a lot of the foreign population would not know where to mark the ballot, because, very often, I think, a lot of them are instructed to mark number 3 on the ballot or number 6. Perhaps they could not do that if the ballot was changed.

MR. COOK:—I would like to ask if Winnipeg has decided to keep down the number of wards to three; or is there a further question considered of voting throughout the city at large and making one ward?

ALDERMAN SIMPSON:—I think the mayor is the man to answer that. The idea of the change was to give proper representation in wards according to population, but they failed to take notice of the census of the city. We found this year, after the census, that ward 3 had 42 per cent. of the population of the city, so that the next justifiable move they must make is for the city at large.

ALDERMAN BOYD:—Ward 1 had 32,000 electors and this other ward had 3,000, yet both had two representatives on the council. It does not seem fair; but, at the same time, I think the three ward system is the right one.

THE PRESIDENT:—Mr. Hill, accept the thanks of the convention for your excellent contribution to our programme. The convention then adjourned.

Thursday Afternoon Session

THE PRESIDENT:—I am sorry to say that Mr. Decary, who to have addressed us, is unable to come. The first speaker on our program is Mr. Campbell, Dominion Commissioner of Highways. Mr. Campbell is well-known throughout the whole Dominion as being identified with good roads, a subject which is vitally important to all municipalities.

FEDERAL AID FOR HIGHWAYS

One of the objects of your Convention is to discuss questions of primary importance to the municipalities and to the aggregated communities. I know of no particular question in this connection that involves a greater portion of your taxation and outlay than the construction, improvement and maintenance of your highways generally and, consequently, before taking up the subject of Federal Aid which you have allotted to me and which I am pleased to have the opportunity of discussing for the first time before your Association, I consider it necessary as a preliminary to debate with you some of the principal points in connection with the road problem

generally. generally. This I am doing because I have been advised by your President that, owing to the illness of Mr. Decary, more of your time for the afternoon has been allotted to me. I feel it my duty wherever my time will permit to devote as much attention as possible to the discussion of this special subject before associations constituted in a manner similar to yours and, consequently, I grasp the opportunity of enlarging upon the text of my prepared memorandum, in order to cover the subject more fully.

Since coming into the room I have found that the question of road improvement generally is one in which you are all specially interested and, consequently, are anxious for the opening of the subject on the broadest lines so as to permit of the broadest field of debate. You are drawn, not from one particular Province, but from every part of Canada and under the Federal Aid Act, I know no particular Province, but am supposed to have some special knowledge of each of the Provinces. The Canada Highways Act was approved in July 1919 and was specially designed to aid in the improvement of main and market roads; at the same time the object and intention of this Act was not only to devote special assistance to

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these particular roads, but by granting that special assistance to the much travelled highways it would leave the Provinces and the local municipalities in a better position to aid in the improvement of highways generally. Consequently, in discussing the question of Federal Aid, I do not consider that it is expected of me to make special reference to the class of construction and treatment of these particular lines specially without having due regard to the road system of Canada generally. Consequently, any suggestions that I will make with reference to the improving of the roads towards which Federal appropriation is specially allotted shall hold with reference even to the most unimportant of our local or by roads.

It has been suggested to me, therefore, that with the time at my disposal I should make it clear that any of the principles of road-making which we are suggesting and approving of in connection with roads being built under Federal Aid and the elementary principles of road construction which should be considered by all municipal authorities in connection with the carrying out of the improvement and maintenance even of the most unimportant roads. I grasp this opportunity of saying to you that, to my mind, there is no subject in connection with which your Association is interested that involves a greater outlay of the people's money than the question of construction and maintenance of roads generally. Now, while I am saying this I am well aware that your representation is made up not only of Reeves and members of rural councils, but of Mayors and Aldermen of cities and towns and, consequently I shall not wish to draw any distinction between roads in rural municipalities and roads or streets in urban districts, and the principles which I have been announcing for the last twenty-five years in connection with the one apply with equal force to the other. The streets of cities and towns involve the expenditure of millions of dollars annually and the improvement and maintenance of rural roads involve possibly the greatest portion of rural municipal taxation. The elementary principles of road construction do not distinguish between streets of cities and roads of rural municipalities. These principles are first, location; second, drainage and foundation; third surface improvement. I may freely admit that all my experience with the question of surface treatment still remains, from an economic and construction standpoint, a subject more or less capable of debate. It has been found so with all the students of road and street construction on the American Continent, and still remains a matter of debate in European countries where road construction has been made a subject of special study for several centuries. Consequently, in the limited space at my disposal I will not undertake to lead you into a discussion of surface treatment, and I do not think that it would be profitable for you to undertake, in the brief time at your disposal, to lead me into any lengthy debate upon this matter, but there is one point upon which we are all unanimous and that is up to the point where wearing surface enters the situation. All students of road and street construction have unanimously decided upon fundamental principles. It is the earth foundation, after all, that must carry the load and that foundation must be so treated as not to support the expensive surfacing but also to carry the maximum load to which it will be subjected.

The first of these principles which I must emphasize is a principle common to all class of road and street construction and that is the drainage of the foundation. It appears almost disheartening to think that after all the years that I have preached this theory, concurred in by everyone interested in road work, that even now many of you who are in charge of road expenditure consider that it is most advisable to make the expenditure in surface treatment where the showing to your people would be most pronounced, rather than going to the very base of a subject and spending your money first, in the securing of a dry, firm and unyielding foundation and, where in your experience you find that those in authority are making this mistake it should be your duty to promptly call their attention to the fact that they are practising deception by trying to secure credit for immediate showing rather than for permanent results. Now, I warn you against these feticious experts and pretentious authorities and advise you to get behind and support the men who are striving, not only to do work for the present day, but to lay the foundation upon which expenditures in years to come will provide most beneficial and the most profitable results.

The age of the motor car is very alluring and it does appear that the man of the age is the man who fixes the surface to permit of speedy travel. We are liable to be deceived and led astray by the alluring compliments that are paid to us on account of such shoddy practice. In speaking to you, I am not only speaking to shrewd municipal thinkers, advisers and administrators, but I am speaking to you undoubtedly as the owners and users of the modern vehicle of transportation. We cannot longer be accused of clamouring for the improved roads for the service and benefit of any special class of the community, because the heavy tax-payers not only of rural but urban districts are the users of these vehicles and to such an extent that in Canada to-day over half a billion dollars of money is invested in

these vehicles which are no longer instruments of pleasure, but of utility. Consequently, when I appeal to you and your appeal to your people, we are no longer asking for money for the improvement of the utilities of any faction or class of the people whom we represent. On account of this huge investment in this class of vehicle and on account of the very great result which must come from the making of the expenditure in the improvement and the maintenance of roads in keeping with the outlay on the vehicle, we are simply treating the one as the complement of the other.

Road-making, not only in this country, but the world over, has become a serious business proposition from which your associations, your councils and your governments cannot longer afford to avoid the responsibility which naturally follows the importance of this subject and, consequently, I do not appear before you as an expert pretending, after a life-time of experience, to be able now to say what is the ideal class of construction and what is the ideal method of taxation to provide money that is necessary to finance this important and expensive problem. I therefore, appeal to you on the broad ground which you represent, drawn from all parts of Canada to give through your association and the committees of your association the necessary grave thought that is required to assist local provincial and federal governments in arriving at the best method of bringing about the improvement and the best method of levying the cost.

You have asked me to come before you to give you advice, thinking that possibly I may prescribe the necessary remedy for enabling you to put forward resolutions to solve this question. I am here, only as one of long experience, both municipally and otherwise, to lay before you the result of that experience and to ask you to co-operate with me in solving a question which will not be solved to-day and, owing to climatic and changing conditions, will not be solved in the life-time of the youngest of you. Your advice and your resolutions embodying this will be of very great assistance and service to me and, while I am willing to give you the benefit of my experience, I also work for your co-operation in the same connection, and any of your resolutions and any of your suggestions passed on at this meeting or during a private interview will be gladly received by me, and will receive my best consideration and you will be given credit for any suggestions that may be of benefit to your community or possibly of benefit to the people and the whole nation.

The established principles of road-making as defined, as well understood, but not so well practised, are these,—first, location; second, classification of roads according to their importance; third, designation of the width of road, width of grade, type of construction.

It is not a difficult matter for you, through your expert officials, to secure plans and specifications indicating what these should be, nor is it difficult to secure from such officials plans and specifications for carrying this into effect; but it is advisable that we should impress upon you the absolute importance of seeing that these specifications involve these elementary principles and that the supervision is such as to see that these plans and specifications are carried into effect. It almost wearies one to think of all that has been said and the volumes that have been written, not only by myself, but by the hundreds of those who have been equally interested in this question, that to-day the most elementary of the principles are being absolutely neglected and that surface showings are being sought rather than life-time improvements.

The drainage of the road is of such importance that it would be useless to even repeat that it is being neglected not only in your municipal work, but it is being neglected in the construction of the more important roads towards which we are subscribing and, if there is one thing more than another which I do feel like impressing upon the Provinces it would be that they should give special attention to the drainage and treatment of foundation, even if we were not called upon to subscribe to surface construction. Will you kindly see that in each of your municipalities, attention is given to this important point and say for me that if there is one thing towards which I feel like subscribing more than another, under the Federal Aid Act, it is the draining and shaping of the foundation of the road, the building of underground structures, such as culverts and bridges, and providing later on for the surface improvement. What the nature of that surface improvement is to be will not be solved by you, or myself; it will be a subject for consideration and the work of scientific and traffic experts for generations to come. This treatment would change with the change of conditions; the vehicle of to-day was unknown in my early study of the road problem and the vehicle of to-day will be unknown within the life-time of many of ourselves, so that we need not worry more about this; let conditions, time and requirements solve that. But there is one thing which we can do which will prove economical to ourselves and bring credit to ourselves and will be pleasing to those of the future and that is to consider well, first the proper location of the roads to be improved; second, the treatment of the foundation and base up to the point of surface treatment. The location and foundation are the only two points in connection with road-making that can be considered in any way permanent and we will be very much at fault if, in our practice, we do not strive to make this location and foundation

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the best that can be possibly made, following fixed methods and practice as established now, that has been established in the past and which establishment it is fair to say may be considered permanent. The highways in the older sections of the country were established before the era of railways. In the location of railways very often the location of the highway was set aside and in many cases within very short distance, several crossings of the highway were established. In a study of the road problem from coast to coast, it is surprising the striking instances that are pointed out whereby the slightest diversion of a highway many of these crossings could be avoided. In the past we have given very little thought to this, but with the improvement of the road the encouragement and development of traffic, fast moving and important, it is necessary for the protection of the people of the community that this very important question should be considered and I ask that in each of your districts you should constitute members of the association, and members of your council as committees to carefully study within the limits that you represent how best to avoid and overcome this danger of to-day and the menace of the future. Do not permit your people to make large expenditures on roads of this character until you have thoroughly considered the question, have made the necessary changes and decided upon where the future location of these dangerous portions of the highway should be established. When you have done this, see that no expenditure on expensive surfacing is made until foundation treatment such as I have suggested is carried out.

Road construction is important. Road maintenance is of more importance, and you should not permit money to be expended in your community until you have thoroughly established a system of patrol for the care, maintenance and protection of these roads. To repair a road that is disintegrated through the action of the elements and traffic is merely a matter of management and finance, but the economical method of repairing roads is when they are once constructed to promptly establish a system of maintenance that will provide that they will never get out of repair. This I want to emphasize, the economical method of repairing roads is when they are once constructed to promptly establish a system of maintenance that will provide that they will never get out of repair. Time will not permit of going into a discussion of the different types of modern construction, most of which have been presented to you in various ways.

I will be pleased, however, at the request of your Association, of any individual member of your Association, or of any council or other representative body whom you may care to designate, to give information along these lines as to any types of modern road improvement to-day offering [themselves] for popular recognition, or that in future be offered, upon the question being presented to me.

I now come to the subject which you have allotted to me and give to you briefly some information as to how Federal Aid is being distributed and what is being done under the Act which was endorsed by the Federal Government in 1919.

An Act authorizing the appropriation of \$20,000,000 to aid in the improvement of roads was assented to on the 7th of July, 1919. The amount was made available for a period of five years.

The Regulations required for giving effect to the objects and purposes of the Act were approved by Governor-in-Council and published in "The Canada Gazette" on the 13th day of December, 1919.

The chief conditions laid down by the Regulations are that the highways to be aided shall comprise such main and market roads as have been designated by the Province and as shall be approved by the Minister.

The first requisite was that the Province should, in the first place, furnish to the Minister a statement setting forth a programme for the construction or improvement of a system of highways within the five-year period and towards which the Federal grant will be applied. This statement had to be accompanied by a general programme map of the proposed system.

The chief object of the general programme plan is to assure in advance that the Federal appropriation will be devoted to a definite system of roads which the Province wishes to carry out. From this general programme map the Province is to select specific projects or roads towards which the aid is to be applied and in connection with these specific projects detailed agreements are drawn up, giving detailed plans of the type of construction, estimate of the cost, etc.

Early in the season of 1920 each of the Provinces had filed with the Department their general programme map and these have all been found satisfactory.

The general programme statement, showing the mileage and the estimated cost which each of the Provinces proposes to carry out under the Act and towards which their portion of the Federal appropriation will be applied, is as follows:—

PROVINCE	Mileage	Total Estimated Cost	Amount of Federal Appropriation to which each Province is intitled
Prince Edward Island.....	850	\$850,000	\$603,455
Nova Scotia.....	1297	12,493,700	1,468,720
New Brunswick.....	1595	2,914,612	1,163,845
Quebec.....	1433	17,390,000	4,748,420
Ontario.....	1824.7	22,200,000	5,877,275
Manitoba.....	4000	6,602,265	1,602,265
Saskatchewan.....	2500	5,329,500	1,806,255
Alberta.....	2475	3,694,525	1,477,810
British Columbia.....	1977	10,015,050	1,251,955

In some cases the mileage and the estimated cost submitted by the Provinces is greater than that towards which the Federal grant will finance to the extent of 40%, but in every case the Province has, by special legislation, made provision for the payment of the additional amount required to carry out the full system planned.

These general plans are so adjusted and arranged that the whole, when co-related, will form as far as possible a general system of inter-provincial highways.

A statement of the type of construction of improvement it is proposed to make, together with the report of the Engineer of the Provincial Highways Department, endorsing the adoption of the proposed type and the design thereof as being the most economical and practicable in the public interest, his reasons therefor and full explanation of any special or unusual features thereof is forwarded this Department with respect to individual projects. Specifications in standard form to be prescribed by the Minister, setting forth the proposed type and method of constructions, materials to be used and other essentials in such detail as to afford complete knowledge of all steps in carrying out the project.

All expenditure under the Act is made by tender and contract, except where it has been shown that such work could be done more expeditiously and economically by day labour. It frequently occurs that in isolated districts and where the sections are short it is difficult to obtain satisfactory tenders and day labour has to be resorted to, although where fair competition in tendering is secured, this method is approved by the Department.

The work of lighter grading, widening, reshaping and crowning of existing roads, restoring drainage and placing smaller cross culverts and farm entrances, together with some of the lighter gravelling, can be done more satisfactorily by day labour.

The Provinces are all well equipped with the necessary outfit of modern machinery, tractors and road-building equipment as well as the necessary organization for directing and carrying out any such work by day labour. All day labour work is done with the consent of this Department and under the same direct supervision of the Provincial Engineers as if it had been done by contract.

Five District Engineers located at different points do the inspecting of all work done under the Act.

A uniform system of cost accounting has been introduced by all the Provinces in order that reliable data as to actual detailed cost of work performed may be ascertained by our Auditors and Engineers.

The thorough drainage of the road foundation, proper grading to an uniform width, the proper shaping and crowning, grading to fixed designs, the building of durable culverts and bridges, all with a rule that is strictly followed. Suitable roads to meet the present needs and for a reasonable time in advance, and the development of these on general principles is a method which we have endeavored to establish. On heavily travelled roads between important sections macadam and some of the higher types of road are being favoured but, generally speaking, in the more populous districts, waterbound macadam and gravel with some bituminous treatment is favoured. Modern earth roads properly shaped, well drained and crowned, definitely located and brought to a condition for future surfacing with gravel or harder material is the established rule.

MAYOR DENAULT:—Mr. Chairman, Mr. Campbell has asked us to ask questions. The province, with the assistance of the Government at Ottawa, is building the Montreal Sherbrooke Highway, and I beg to submit that on these highways and on roads, generally, heavy traffic is growing. A few years ago, we were starting to buy small trucks of one ton and a ton and a half, but now it is coming to a time when we are hearing of five and six-ton trucks and possibly ten-ton trucks. This, no doubt, creates a very difficult proposition in the matter of road building. And I will ask Mr. Campbell if he remembers this part of the road from Montreal to Sherbrooke, and whether we are to have part of the road as a common gravel road and part of it with a covering of asphalt or any other material of the kind. I draw Mr. Campbell's attention to this matter because I feel that before a great many years we will have to face a big bill in the way of repair work on these roads on account of the heavy traffic.

MR. CAMPBELL:—I am familiar with the road you speak of. I know that about the first 45 miles of the road is over very flat

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country of heavy clay soil, and I know that in certain sections when I went over it that the water was standing in the ditches within a few inches of the surface of the road. I called special attention to this and said that the water would have to be removed before any surfacing would be undertaken. It is surprising, notwithstanding all the advice and instruction we have given in connection with the drainage of roads, how anxious the people are to go on with surfacing and to avoid the drainage. You have raised an important point, that through the Magog and the Waterloo section, and all the way south from Granby there is a light gravelly soil which makes a good foundation for any of the highway types of pavement. Nothing has been suggested to us regarding the improvement of that particular section; but I have no doubt we will have no difficulty in arriving at the type of road.

You have, however, turned the attention of the meeting to an important point. You started in with one-ton trucks; now you are getting five and six-ton trucks. The question for the municipal authorities and provincial legislatures to consider is as to whether they are going to build a road to carry that load, or are they going to limit the load to the type of road.

MAYOR NEBBS: (Pointe Claire, Que.)—On the road from Montreal to Ste. Anne de Bellevue and Ste. Genevieve we have very extensive traffic. We have five or six thousand automobiles running around there on Saturday and Sunday at more or less high speed. Our road has been in pretty good shape. It is now in need of repair. I might state that yesterday or today our chairman of Roads from Pte. Claire along with a deputation from Beaconsfield and, I think, Lachine were down to Quebec to see the Minister in an effort to get some help to maintain the Lake Shore Roads. I think, if you would give us the advantage of your valuable services, Mr. Campbell, there are spots on this road which may require more than surface treatment. It seems that from time to time the road has been torn up for various reasons and has not been properly reconstructed. We have asked for possibly 75% of the cost of the road to keep it in repair.

MR. CAMPBELL:—I know the road you have reference to. I am not familiar with the exact sections, but the question of plans is before us now and we have our engineers going over it.

ALD. DR. RONDEAU:—I would like to raise a point in regard to good roads. It seems to be a fact that as soon as you approach a village you strike a bad piece of road. It seems to me that the Government should build a road right through the village. That is my experience in travelling through the country. I think we should take some action as a union in regard to that question.

MAYOR NEBBS:—I might say that we are asking the Provincial Government to make the Lake Shore Road a Provincial Highway because of its very heavy traffic which is really all Provincial traffic. These automobiles and this traffic does not bring our town one cent in the way of revenue from licenses or anything like that.

ALDERMAN COLLIER:—Mr. President, I have great pleasure in seconding the vote of thanks proposed by the last speaker. Mr. Campbell deals principally with rural roads and highways. The cities who expend a great deal of money annually in the building of new roads and the repairing of old roads have a great deal of trouble in this way; they find that the work they do is torn up during the year by their own employees of the Water Works Dept., or by some other utility corporation. Take, for instance, the gas people. They will tear up a piece of road you have just laid down. Now, according to law, they should repair that road and put it in the same condition as they found it; but my experience is that that is an impossibility. Where you tear up the foundation of the road for any considerable distance, great or small, and fill it in again that road is bound to sag and you are going to have a hole in the road within a year. They may lay new concrete and a new foundation, but it does not seem to hold; and the result is that the foundation and the surface sag. Now, I do not know if there is any way that that can be treated. If there is, we would like to know. We would like to know if there is any way we can hold up the bed of the road.

ALDERMAN SARGENT:—Mr. President, in the address we have heard there were some very valuable and essential features concerning the rudiments of road construction. I would suggest that Mr. Campbell's address should be put in the records of the Union so that a copy of it would be available for at least all the municipalities represented here. We should have it on file in the municipalities because it will be very valuable to the officials of the municipalities.

THE PRESIDENT:—Mr. Campbell, I have very much pleasure in thanking you for your address. We all know of the history of this movement, and we are all familiar with your name and with the movement toward good roads in Ontario. We have considered ourselves very fortunate in having you here to lead the discussion on a subject that is of such practical importance.

It has been suggested that I should read the presidential address which was to have been given at an earlier stage of the proceedings, but was deferred.

Gentlemen:—

My immediate and worthy predecessor in office in commencing his address said that in the past it had been the custom of the presidents to deal particularly with the work of the Union and to wander off into generalities related to municipal matters, and that he proposed to follow the custom. Perhaps, that was intended as a new version of the time honoured criticism of the speech from the throne—that it is more remarkable for its omissions than for what it contains. I am afraid that I must follow along the beaten track, for is that not, after all, the proper subject matter of a Presidential address. It is said that one is not worthy of his office if he does not magnify it. The truth underlying the statement that a recitation of the creed on proper occasions is good for the soul, applies to this Union. There are general principles, aims and ideals in our work that cannot be too often repeated and emphasized, and is not the opening of our convention a suitable occasion for this purpose, with an appeal to you to remember in your deliberations, and to attach to your work here, that high purpose, chivalrous zeal and dignity that should characterize it, with the hope on my part that my limitations in that respect will be overlooked by you with that "kindly tolerance," to which Mr. Fisher also referred.

Those familiar with the history of the Union will know that it was formed in 1901 because of the unwarranted invasion of municipal rights by company promoters, and the somewhat belated recognition that organized effort was necessary to safeguard municipal interests and to secure beneficial legislation, and particularly that a fighting organization was required to look after the interests of municipalities in this fair city of Ottawa in connection with the federal parliament and government. The reading of the valedictory of its respected founder, Mr. Lighthall, K.C., is illuminative in this respect, and what he and his associates accomplished along that line will everlastingly remain to their credit as an honoured memory, which is their best reward. Largely through the work of the Union, including the education of public opinion; reforms have been made and a better atmosphere created, so that there is not the same urgency in that part of our work. But it is still true that the poor in spirit and poverty stricken in ideals we still have, and probably always will have, with us, and that eternal vigilance is the price of liberty. Careful watching and organized defence is still necessary in connection with proposed legislation, as well as before the off shoots of parliament in the shape of boards, commissions, and otherwise. What we accomplished during the past year in the telephone rates fight is in itself sufficient refutation of the statement that a fighting organization for the purposes for which the Union was formed is no longer necessary, and a splendid proof of the necessity still existing for the Union, and the power for good it still can be in that department of our work.

As the years passed and the value of the Union experienced and its possibilities recognized it broadened and developed in spirit and purpose, and demonstrated its practical usefulness as a central organization for the furtherance of municipal interests generally, and as an educational force, not only of public mentality, but especially through its conventions and publications as a clearing house for municipal experience and new ideas, and as a municipal Canadian Club where opportunity was annually given for addresses from municipal experts and able men in public life, that has done very much to educate, stimulate and encourage our men in municipal life. Nor shall we omit mentioning the mellowing and refreshing influences of the social courtesies and entertainment which have always characterized our conventions and illustrated the charming graces of Canadian hospitality. The educational force and advantages of the Union are still appreciated, and are still necessary, and will continue to be necessary, especially in view of the ever changing personnel in municipal life. The possibilities of the development of this branch of the service are great, and the necessity therefor apparent.

And there is other work still more important for us to do, which goes to the very foundation of things and the hope of the future, which is more or less included in what I have already mentioned, but which in these days emphatically requires emphasizing, specializing and developing, and it is that the Union must more than ever before be used as a medium, apart from any political party associations, for the expression and cultivation of high ideals of the duties of Canadian citizenship and for the preservation of our civic rights and liberties. The war with its world wide aftermath of unrest and disorder has brought about in Canada some disquieting events in connection with municipal government, and amateur politicians have, with that confidence begotten of an ignorance of history and a shallow and unbalanced knowledge of human affairs, proclaimed their nostrums for the healing of the nations, for the doing away of all class distinctions and social inequalities, for the solution of all the problems of economics, as well as all the other age long problems, and the settling off hand of all the ills of mankind, and have preached strange doctrines in the ears of Canadians who have heretofore

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taken their public institutions very much as a matter of course, but who nevertheless have looked upon them as part of the great charter that is the birth right of every British citizen.

We are told that the dangers that come to the country from without are usually insignificant compared to those that threaten from within, and that the real menace are the forces that work insidiously to undermine popular liberty and violate the popular rights. Sir James Aikens before the Union of Manitoba Municipalities recently said that the chief aim of all government, municipal included, was or should be to produce good citizens.

Shortly before the war there was formed in Canada what was called the Canadian Political Science Association, which, I believe, had a short life. It had for its object the encouragement of the investigation and study of political, economic and social problems, and stated in its announcement of such formation that the time was ripe in Canada for a national society for the full and free discussion of such problems, as social and political unrest in Britain and the United States was proving contagious, and that it would seem as if such an association of men keenly interested in Canada's welfare could do much to focus opinion, to find out facts and thresh out solutions.

Since the war and after the so called attempt to establish sovietism in Winnipeg, there was launched in that city the Canadian Citizens League, which included in its objects:

(a) The inculcation of the best Canadian ideals, the cultivation of respect for Canadian law, the proper maintenance Constitutional of Government, and the combatting of all forms of propaganda tending to subvert our established Canadian institutions, and

(b) To create a deeper interest in public affairs, particularly in those civic departments essential to the protection of life and property, and to create among the citizens a greater interest in the selection of civic representatives and officials.

Can we not most heartily and fittingly adopt that as a restatement of part of our work. Never was there more need to hold fast to that which is good and to prove all things. Is it not a time for united and vigorous action in this direction, so that we may do our part in building on firm foundations and making safe what we all believe to be the great destiny of Canada.

For lo; the Kingdoms wax and wane,
They spring to power and pass again
And ripen to decay;
But Britain, sound in hand and heart,
Is worthy still to play her part
To-day as yesterday.

Not till her age-long task is o'er
To thee, O God, may she restore
The sceptre and the crown.
Nor then shall die; but live anew
In those fair daughter lands which drew
Their life from her's, and shall renew
In them her old renown.

You will allow me in pursuance of my duty as President to briefly comment on our recent and present conditions, and to suggest what must particularly characterize our work in the immediate future. Our printed programme refers to this occasion as the "Coming-of-age Convention," with the wish that it should typify that happy, ambitious and virile stage in a man's career. It also suggests that we are no longer under paternal guardianship and guidance, and that we face the uncertain future knowing that success depends upon the characteristics of our work, and the continuing exhibition and proof of those qualities that win and hold that wonderful and indispensable crown of success—public confidence and esteem. While it is an occasion as well that calls for an expression of gratitude to those who have done so much in the past, it also implies that we might profitably ask ourselves if we have made any of the mistakes of youth, and if the Union has consistently lived up to its high principles and made the most of its great opportunities for public service. But it is, however, particularly the present and future that demand our attention. We are all agreed that there is a great deal that might be said and much that must be done if the Union is to be made the useful and efficient organization it should be. There must be new life and increased activity, as well as more effective organization and management, if it is to attain that full

measure of usefulness, strength and prestige it should have as a national organization. Its vitality and success of course depends on the men behind it. Sympathetic support and self sacrificing effort with a sound belief in the high purpose of our calling is what we need.

Much depends on the secretary. As Mr. Fisher has said, the secretary is practically "the whole works of the machine." But we cannot expect such a machine to run smoothly without faithful and able assistance from experienced members of the Executive. Men with outstanding qualifications for the position of secretary are usually overburdened with the circumstances surrounding their own eminence, and are not available. Our present secretary took over the duties of his office under difficult circumstances, and is deserving of much credit for the work he had done. He has given proof of that temperament and those qualities of industry, patience and untiring zeal and genuine interest in his work, that with increasing knowledge and experience will make him a very efficient and capable secretary of the Union. He should, however, be able to give his whole time to the work, with a separate office properly equipped. Cannot all the municipalities of Canada so provide? Does not their own self respect and dignity call for it?

Under the most favourable and happy circumstances we must expect difficulties of a kind that are inherent to human nature with its pettiness, short sightedness and selfishness, but nevertheless we should have, considering the nature and importance of our work, a large measure of public approval, encouragement, and support. We* are largely helpless without it. My own experience as President has somewhat painfully impressed me with the fact that there is much to be desired in that direction. Not only many of our municipalities, but part of the press as well, are coldly cynical, apathetic and indifferent, with an occasional sneer that our conventions are merely pleasure jaunts for the delegates and are held at places most suitable for that purpose. To overcome this means time and unweary effort and patience. It means that the occupants of the principal offices should be men who are above the slightest suspicion of personal profit or self aggrandizement, and are so placed because of their exceptional fitness for the office, and because they have the ability, and the zeal, discretion, courtesy and self sacrifice to use that ability to the utmost in the furtherance of the work of the Union. Men on the executive must take their responsibilities seriously, and not merely as a matter of form or courtesy. We have been much lacking in the past in any system of propaganda. We badly need an active and persistent campaign of publicity, combined with a much better acquaintance and more intimate knowledge, acquired by personal visits and otherwise, of all our municipalities and the leading men in municipal life in every Province of Canada.

With these things in mind and their application insisted upon, can we not confidently look forward to a long life of increasing strength and usefulness of the greatest importance to the civic and national life of Canada, that will give us an honoured position among the great institutions of our Empire.

We have done our best, and not without the expenditure of much time and energy, to provide a programme for this convention, which we trust has excited some interest, and has helped to attract what promises to be one of the most successful conventions yet held. We are, it goes without saying, much indebted to the eminent gentlemen who will address us on the various subjects. We extend to them a hearty welcome, and especially to those from outside of Canada, who have honoured us by their attendance. All on the programme are well qualified to give us instruction and advice, and we beg to assure them that their efforts will be duly appreciated as the performance of a most profitable public service.

Our meeting on this occasion also promises to be of much interest and enjoyment, not only because we meet in the beautiful city of Ottawa, whose history is so closely associated with the best in the public life of Canada, but also because of the cordial welcome from our genial friends and co-laborer Mayor Plant, and his associates, and because of the splendid entertainment they have in their gracious hospitality so generously provided for us, and which we can assure them we shall enjoy to the full, and that the fragrant memories of this delightful occasion will ever remain with us.

In conclusion you will allow me to thank you for the honour of being your President during the past year, and to extend my sincere gratitude to those intimately associated with the work who assisted me. I regret that I could not do more, but I shall always treasure the experience, and the personal associations connected with it, as one of the most pleasant and profitable in my life.

It was moved and seconded that the Presidential address be referred to the Executive Committee for report.

U. C. M. CONVENTION (Continued).

The Municipal Service

(Clinton Rogers Woodruff)

THE PRESIDENT:—The next item on our program is an address from our old friend Mr. Clinton Rogers, Woodruff. It is not necessary for me to introduce him or even to express the fact that his visit has been looked forward to with much anticipation.

MR. CLINTON ROGERS, WOODRUFF: (President, the Civil Service Commission of the city of Philadelphia) Mr. President and friends; Let me preface my speech by bringing to you the greetings of the Mayor of Philadelphia. As Dr. Dodds told you yesterday we are now operating under a new charter adopted by the legislature in 1919 which went into force and effect the first Monday of January, 1920. The charter makes a number of important changes. Perhaps the most interesting phase to those who are interested in drafting charters is the fact that it is a comparatively brief instrument. It does not seek to give within the bounds or limits of an Act all the necessary instructions for carrying on a great municipality. It trusts to the peoples' representatives to work out the details. It is a broad, general grant of powers. It is a broad, general scheme of government confined to about 29 pages. I think to-day it is perhaps the shortest charter in America—certainly much shorter than the charter of our sister city of New York which contains many hundreds of pages, built on the principle that the legislature did not trust the city of New York to adapt the detail machinery and to carry out these provisions.

The mayor who was elected to carry out this important piece of legislation, affecting as it does the welfare of nearly two millions of people, had been a conspicuous success in his administration. He is a man of vision, a man of power and force; and a man who is willing to fight for what he believes to be in the public interests. I wish I might have time to tell you of some of the important undertakings that have been inaugurated under him. Many deal with questions of large import and which are large not only for the present, but for the future. The other day it was my privilege to receive a visit from one who is visiting you to-day in the person of the City Clerk of Blumfontein, South Africa, who has come all the way to see what America and Canada have to offer in the way of suggestions. I was able to have him with me for a short time, and during that time I pointed out some of those things which seemed to be of suggestiveness.

For instance, there has been started a great parkway cut through the heart of the city from the City Hall to the Fairmount Park, and which, in time, will be one of the great monument offerings of America. On one hand you will see the great Art Museum, and the great Cathedral, which you call in Canada the Church of England, but which we call in America the Episcopal Church. On the other hand, you will see the great Free Library—the central building, a great monumental structure, costing the neighborhood of \$5,000,000. All these things represent the efforts of a great community to be of service to itself and to make life in the community which we have erected of greater value and fullness and helpfulness to all who come within the reach of its influence.

The present status of the public service is a very broad subject. We may more profitably occupy ourselves in touching upon those phases of public service to which your president in his address has referred—those of developing the citizenship. For, after all, the government of a great community exists not only to protect the lives and the welfare of those who live within its borders, but to make life fuller, richer and better.

Perhaps, the first phase which should occupy the attention of a body like yours, a little at this point, is the work which the Union of Canadian Municipalities has done. Those of you who are close to it; those of you who are ambitious that it should be larger and greater may have overlooked the great work that it has done. During nearly the whole of my adult life I have been identified with various causes which have appeared at times to be a struggle, which very often appeared to be unpopular and of very little immediate avail; but, after all, as one of my colleagues said; "The very fact of the existence of the organization in itself is a great thing; it stands before the community as the embodiment of an idea"; and ideas let me tell you, my friends, if they are good, sound ideas, never die.

I was prevented from being with you this morning by reason of an appointment with a good old-time friend of mine in the person of the Deputy Minister of the Department of Labour. And we were talking of the various ideals for which that department was working; he said that at times progress seemed to be slow, but he saw back of the Department which prevailed and would continue to prevail a broad movement; and it brought to mind a passage in one of the novels of that great master of French fiction Dumas, in which one of his characters said: "You may burn men, behead them; you may imprison them; but the ideas for which these men stand you cannot imprison, you cannot kill. If they are worth while, they are bound to continue and eventually prevail."

And, so, the ideas and the ideals for which the Union of Canadian Municipalities stands, though they at times may seem to be

slow in progressing, are bound to prevail if they are well founded. And, that they are well founded is evident from the fact that they are promoted by men like your present presiding officer and by men like Mr. Lighthall who is so well known to you all as the founder of the Union and its long-time secretary. So, do not be discouraged because the very instant an idea is promulgated it does not find immediate acceptance. An idea is little worth while if it finds immediate acceptance because it is clear evidence that it is of very little depth. But these big thoughts that underlie your Union to which Mr. Roberts has referred in his suggestive address are big ideas aiming at the very fundamentals of municipal life not only in Canada and in America, but in all the nations where the English speaking peoples reside. It will take time for these ideas to become ingrained, but the slower they are in acceptance the longer they will remain as big things in the life of our community. And, so, with this afternoon they are ideas which will be slow of acceptance, but when once accepted will become part and parcel of the thought and actions of our people. For, after all, you and I are all members of the same great body of people who have worked together in all portions of the world to raise the standards of living and to make life, as I said some time ago, fuller, richer and better.

There are forces at work which we do not always see or take into account. I was very much interested yesterday in listening to Mr. Todd in referring to the fact that he was brought close to Canada because his wife was Canadian born and was brought up in one of your Provinces. I too can make the same claim. I feel the same strong interest in Canada because Mrs. Woodruff was born and raised in the good old city of Quebec. And it is such ties as these which are binding us together for the promulgation of the great idea for which the Anglo-Saxon stands the world over. The details may differ. There may be a difference of opinion as to the different methods to be adopted at a particular time in regard to application and enforcement; but, after all, in the real work of the world we are essentially one, and in the work of elevating, developing and making municipal life all that it should be we are one.

Perhaps the most important phase of public service to which we should give thought and consideration is the fact of its *increasing immensity*. Municipal life is the great thing to-day in the life of the individual. I was very much impressed by some remarks which Mayor Hardie of Lethbridge made yesterday with regard to the constant demands made upon municipal legislatures for increased service. That movement is with us and it will continue.

We had this afternoon an illustration of the very thought that is in my mind, in the address made by Mr. Campbell. A few decades ago—in fact only a few years ago—interest in roads and in highways and the arteries that bind the communities together was almost negligible. Today, it is one of the big factors in all governmental life, whether we consider it from the point of view of the municipality, of the state or province, or of the Dominion or the nation.

And it is destined to become greater, because any communication between communities is increasing and developing. We are living in an age of change—a very great change. As you see, I am not a very old man, although I can lay claim to being a grandfather, but within the period of my own life I have seen the introduction of the telephone, the development of the railroads, the introduction of the automobile; and the bringing into existence of the aeroplane. All of these have been tremendous factors. I sometimes think we are only at the beginning of the development and change which they are going to make in our methods of living and in our ways of thinking. And, so, government in all of its aspects is really at the threshold of its opportunities. We are not socialists in the sense that we feel that the government should do everything and that nothing should be left to private initiative; but we are all affected by the modern movement that government to a larger extent than ever before should be utilized to protect the views we have, to assist the weak, to help the stumbling; and to develop life as fully as it is possible to develop it.

There was a time not more than 100 years ago when the whole matter of education was left entirely to private initiative. The public school was unknown. To-day, the system of public schools is looked upon as an essential integral part of government activity, and he would be a bold man who would suggest that there should be any reduction in the amount of money appropriated for educating and developing the youth of the land. As a matter of fact, the development is just the other way. Starting as the public school system did with offering instruction only in the primary grades, it has now grown until we have the high schools, the colleges and the universities to provide and fit men and women for their life at every particular point.

Take the matter of recreation. There was a time when that was looked upon purely as a matter of private initiative. To-day, the progressive community—and the progressive is the average community—feels that it is bound to give adequate opportunity for

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its people within its limits to have good health, good healthy recreation in various forms. To-day, the cities are specializing not only in great open-air private spaces in the shape of parks, parkways and boulevards; but, in the larger communities, they are supplying parks and playgrounds and bathing beaches and various other means for good wholesome out-of-door recreation.

All these things require governmental machinery. We cannot have education—we cannot have recreation—unless the machinery is provided; and that means there must be a constantly increasing number of public officials. We may not like it, but whether we like it or not, it is a part of the great modern movement in which America and Canada and the English-speaking countries generally are participating and are destined to participate to an ever increasing degree.

My friend, Col. Rice, who is at the head of the Civil Service Commission of New York State, gathered some figures for that state, and the returns were tremendous. It showed that in the State of New York there were 286,459 government employees of one kind or another distributed in this way: state, county and village service 36,325; city service, 122,911; school teachers, 58,850; federal service, 68,373; making a grand total of 286,459 men and women who received a total compensation of over \$320,000,000. That is only one state. It is true it is the biggest state in the American union. New York represents one-tenth of the population of the United States; and it is fair to assume that it represents one-tenth of the public service of the United States. As Col. Rice has pointed out in his report, we have in the United States in various branches of the public service an army of employees equal to the army which America sent into the great war to help win that great struggle.

I think it was Lowell who said in one of his essays that any problem which affects the welfare of a great people is in itself a great problem. Here we have a public service affecting the life and the welfare of over one hundred million people and embodying within its number about 2,000,000, roughly speaking.

Our Federal Civil Service Commission has likewise been engaged in a similar undertaking, and the figures they have gathered are equally impressive. To-day, there are 640,000 federal employees in the United States. A great increase occurred during the war, and to-day we are engaged in Washington as you are at Ottawa in bringing back the Federal service to a peace-time basis—no very easy task.

Just to give you some idea how the federal service has developed during the past ten years, let me read you the figures as disclosed by the reports of the Civil Service Commission at Washington. In 1910 there were 384,000 employees in that service. That was increased to 391,000 the next year. In 1914 it had grown to 482,000, and in 1917, the year in which America entered the ranks of the Allies as an active fighting factor, it had increased to 517,000. That number was increased to nearly 800,000 when the country was on a war-time basis.

Now, that gives you some idea of the tremendous importance of this great problem of the present status of the Civil Service. Here we have a great body of federal employees and of state employees and of municipal employees, because by the growth of this movement, which calls upon government to render more and more service to the people, we have an increasing number of public employees.

Now, the question very properly comes up, How are we going to pick these employees? Are they to be considered as the spoils of politics? Are they going to be distributed on the basis referred to by Mr. Dodds yesterday: to the victor belong the spoils? To maintain any such proposal is to effect the betrayal of the great features for which government is established. I am very glad to say that the great mass of the federal officials in the United States—an overwhelming proportion—perhaps 75%—even more—are appointed as a result of merit and fitness. When Mr. Harding took office as he did on March 4th last, there was no great overturning in our public service. There were changes in the Cabinet, as the Cabinet represents the political policies of the nation. There were changes in some of the more important offices, but in very few cases. Why? Because the great mass of the employees were appointed, not because they were Republicans or Democrats, but because of some satisfactory way in which they had demonstrated their fitness to discharge the particular duties which they were called upon to discharge. The same is true to an increasing degree in our city government. Unfortunately the state governments have not followed the Federal Government in regard to the merit system of appointment. Our cities have.

What does that mean? I wonder if I may take a little time in telling you the work we are doing in Philadelphia. I have been elected President of the Civil Service Commission of the City of Philadelphia. Heretofore the Civil Service Commission, which is the body that administers the Civil Service laws, has been appointed by the Mayor. The Mayor is at the head of the administrative service, and, therefore, the one man directly interested in the matter of appointments. It has followed in very many instances that the

Mayor, no matter how strong, able and capable a man he was has used his influence, sometimes unconsciously and sometimes deliberately, to secure the suspending of these rules and regulations which experience has demonstrated to be necessary for the application of sound principles.

We are trying the experiment in Philadelphia—it is yet too soon to say how successfully—perhaps it is not for me as a member of the Commission to make any statement on the subject—but we are trying the experiment of having a Civil Service Commission elected independently of the legislative body—a group of men who theoretically had no interest in the appointments, namely: the legislative body—the council of twenty-one. We are really the employment agency of the city of Philadelphia. It is our duty to see that all the heads of Departments in the city of Philadelphia are kept supplied with a list of men and women who are competent to perform the various duties of the departments.

What is a Civil Service Examination? We hear a great deal about it. We hear a great deal of prejudice against it. No doubt it is the same here. My remarks would apply naturally to local conditions on my own side, and of these I feel free to speak. The first thing is for a man to demonstrate that he is physically fit. If the city is going to employ a man to do work, to clean the streets, to be an engineer, or to fill any other function, it is only fair that he should be sound in body. The very first thing we do is to ascertain whether the applicant is physically fit. If he is a labourer he must show something more. He must show his ability to raise and handle one hundred pounds. That is a fair proposition. If a man is going to use a pick and shovel and going to be in the trenches he not only should be physically fit, but he should have the strength necessary to do that particular work. He gets a full day's pay for his work. It is, therefore, only fair to ask that he in return give a full day's work for his pay. It is, therefore, only fair to ask that he shall be physically fit and competent. Now, when the candidate passes a physical test the next thing is to find his mental fitness; and that varies with the position. Philadelphia, like every other community on this continent, is constantly developing its work. Within the past year the city has taken over all the street cleaning work in the more important sections of the city, and after the first of January they will take over all the work. The city is going into what may be called industrial enterprise requiring the services of various types of men such as engineers and men who know how to handle other men, men who know how to handle machinery.

Therefore, the mental tests vary. If a man is seeking an engineering position, he must show that he knows something about the class of engineering that he is called upon to do if appointed. The examination for mechanical engineers, civil engineers and hydraulic engineers differs again, naturally, from that of a man who is to be foreman of a gang of street cleaners. We have a board of examiners for each particular place. Not long ago, for instance, we were called upon to provide an eligible man for deputy chief of the highway who is in charge of street cleaning. That is an engineering position and is highly compensated. We had on the board of examiners the president of the local Engineers' club, a man who has for years filled various positions of high responsibility in the engineering world and to-day one of the great engineers in a great steel works. The other man was an engineer receiving his education at Harvard. The third was a distinguished engineer who was formerly president of the Engineers' club. These three men devised the questions that were to be asked in the mental examination. From the candidates they make out a list and give it to us.

Not long ago we were called upon to supply a man for patrolman, and in those cases we try to make the mental test fit the position. For instance, every candidate for the position of patrolman, after having passed the physical test, which is a harder one than that for a clerk, steps into a room, one at a time, and he is allowed there a certain length of time and then he is directed to go out and write a report on what he has seen. All violations of the law must be reported. If there has been an assault or a murder, or if there has been any serious breach of the peace, that must be reported. It is, therefore, highly important that those seeking to be patrolmen should give some evidence of their ability to write a report. We overlook such things as grammar. A man might be the best reporter—I do not mean newspaper reporter—patrolmen are men who are not as familiar with the King's English as our distinguished president or a King's Counsellor we do not want to know so much how well they can spell as that they see what is going on and can report what they see.

Of course, the examination for foreman is a very different one, and our mental test differs with the position; but in every case it is required to find out the mental power. That does not necessarily mean the education of the candidate as his mental power. In the case of such positions as teachers for the playgrounds or engineers we do take into consideration the amount of education. That is disclosed by the result of the examination.

I might tell you a number of rather interesting experiences. There is one which just occurs to me now. A very respectable colored woman wanted to be appointed director of one of the recreation grounds, and she came in very much perturbed over the fact that she had been excluded from the examination because she

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had mis-spelled one word. So we told her to bring in the letter in which she had the evidence that she had been disqualified for wrongly spelling one word. She brought in the letter, which was a form letter, and whoever had prepared the letter had spelled "inasmuch" in this fashion—"in-as-much." "Inasmuch" is usually spelled as one word, and the clerk who sent out this notice to this coloured lady put a bracket over "inasmuch" and said "one word" and went on to state that she was ineligible. She came in believing that she had mis-spelled one word when, as a matter of fact, she had never had gone as far as a mental examination. She was disqualified because her experience was not sufficient.

Now, if a candidate has passed the physical test after the mental test, he comes before the board of examiners for a test in fitness. The man is not known. He comes in under a number, and, as far as possible, his identity is concealed so as to exclude as far as is humanly possible any favoritism. Of course, we feel a little more generous toward those we know than towards those we do not know, hence the necessity for anonymity. That experience test differs. In the case of laborers and street cleaners there is no examination required at all. Others come before the examiners and they tell, in response to the questions asked them, what they would do under certain circumstances. If a man wants to be foreman of the street cleaners, he is asked what he would do with two clerks and eight men to clean four blocks with fifteen alleys and one or two sides streets, and how he would distribute his men to have these places cleaned in two hours. I dropped in one day. It is not our duty to drop in, but we sometimes do, and one man was asked a question and he described what he would do with five horses. He had been given six horses. The examiner asked him what he would do with the sixth horse. He said, "Oh, did I overlook a horse?" That was a clear indication that the man wasn't following as closely as he should have been.

Then there is the character test. Every candidate is investigated to see whether or not he or she has a fit character to serve the city. They may be physically fit, mentally fit, pass the examination and answer all the questions, but there may be moral defects which make them unavailable for public service. If they cannot pass that test, no matter what their ability may be, they are eliminated from the eligible. After that we have the eligible list, which is now a fairly long list. For instance, for the office of patrolman the last time there were fifteen or sixteen men took the physical examination and nearly eight hundred of them were eliminated for physical reasons. Ten per cent more were eliminated because they could not pass the Wasserman test. The mental test cut out a couple of hundred more. And, finally, twenty or thirty more were eliminated because they had some defect in their character which made them unfit to serve the city of Philadelphia. So, we got a list of about four hundred names.

This list of eligibles is sent to the proper department, the head of which must make the appointments in the order in which they appear, being given a choice of two men for each position to be filled.

This whole plan is devised to find out the merit of the applicant for the position he is seeking to fill. I submit that it is a far more reasonable, a far more feasible, a far fairer, and a far more public-spirited method of determining the fitness of applicants for office than any political test which can be applied. No member of the civil service in the city of Philadelphia or in any other city in the state is called upon to determine policy. He is called upon to execute a policy that has been determined by the proper body, namely, the legislative body of the community, whether the city, the county, the state, or the nation.

Apart from all these tests he may not have that ability which makes him a good public servant; and so we have in our law a provision that no appointment is to become a permanent one until after three months in which time the appointee must show his fitness to perform public duties to the satisfaction of the department and of the public. If, at the end of three months, there is no objection, the appointment ripens into a permanent one; but within the three months the appointee can be discharged simply because in the judgment of the appointing officer he is not regarded as sufficiently capable to do public work. His place in that case is declared vacant and another man who must be taken from the eligible list and the same process proceeded with.

Thus, the fundamental idea in the public service is to select men and women on the basis of their merit and fitness with no thought on politics or religion.

Public service is developing so rapidly and in so many directions that there has been a great deal of inequality developed. This was particularly true during the war-time period when many of the rules and regulations had to be suspended simply because there was not time to go through with this procedure; but, even in peace time, the services are growing very rapidly and new positions are being created, and there is a constant need for classification. Therefore, one of the duties imposed upon an up-to-date civil service commission is the classifying of positions and setting salaries so that there shall be equal pay for equal work. This is exceedingly difficult. No one has realized that more than President Harding and his cabinet. In his New York speech he said: "to bring economy and efficiency into

government is a task second to none in difficulty. Few people, in or out of the government, have any conception of the growth of government business in the last decades before the world war; still fewer at all realize the pace to which the growth has been speeded up since the war started. The multiplication of departments, bureaus, divisions, functions, has resulted in a sort of geometrical increase in the task which confronts the heads of executive departments when they face reconstruction problems."

Those of you who come from the smaller communities—ought to find these comments of use because you want to keep your eye on this development before it grows into a hard and fast rule. It is hard to change governmental procedure; and once governmental procedure is directed along wrong lines it is mighty hard to divert, because of the element of human life to which your president referred in his annual address, to get the machinery back into normal running order. So, the smaller communities should take a leaf out of the larger and older communities and not let the public service get into ruts.

Of course, the one purpose of the establishment of the merit system is not only to secure competent people, but to see that they are developed and promoted, and that the inefficient are eliminated. Too few of the administrators are prepared to exercise the order of removal in the case of an incompetent appointee, or where an appointee has failed for some reason to appreciate his duty and responsibility. A great many feel that once they are in the public service they can take things easy. This is not nearly so much the case as it was, and there is usually a full day's work for a full day's pay. The men and women of the public service, to a larger degree to-day than ever before, render full service for the compensation which they receive.

There are instances, however, where incompetent people get in and trail along, or where they become incompetent through indifference; and here is where there is some difficulty. It is easier to create ninety-nine new positions than to get rid of one incompetent person in the public service. That idea, however, is gradually falling away and the public servant is beginning to feel that there is a duty and an obligation resting upon him; that he must give service, and that he must help.

One of the important features in the Philadelphia charter relating to the civil service is that, so far as possible, all promotions within the departments come as a result of promotion examinations. If there is a vacancy in one of the higher grades, that vacancy must be filled in the organization by a promotion examination. Take the case of our fire or police departments. No man can be promoted for a higher position, unless he is filling a lower position well. First, there is the examination for patrolman; next, sergeant; next, lieutenant; next, captain. In the case of an examination for lieutenant, only sergeants are admitted; in the case of an examination for captain, only lieutenants are admitted. If the office of chief or police or assistant chief of police is vacant, only captains are eligible for the examination. So that every man on the force knows that if he does his duty faithfully, honestly and efficiently, he will have a chance of taking an examination which will qualify him for promotion; and it is that sort of thing which is improving the morale of the public service. The same holds true in the other branches of the service, not only in Philadelphia, but in various other cities where the civil service provisions are carried out.

In regard to all the branches of the service in Philadelphia, the appointing officer may remove, but before the removal becomes effective the party to be removed has five days in which to answer the charges conferred against him, and these charges are filed with us and made a part of the public record. He has the right of appeal. It is not possible to remove a man for the good of the service—the courts have held that that is not sufficient. The reason must be given that he is inefficient for this, that or the other reason; that he does not report regularly, or that he does not do his work right; that he comes in late and goes away early, and takes long lunch hours. Sir Algernon West, in that charming volume of "Contemporary Portraits," tells how things were in the British civil service. A clerk was asked what were his holidays and he answered: "every day from ten to four and all day Sunday." Rumor gives one of them, probably unfair, to the credit of Sir Thomas Farrer: "why are Government clerks like the fountains in Trafalgar Square?—Because they play all day from ten to four." That was characteristic of the old idea of the public service; but that has changed because of the new attitude of the public toward the public service. The basis of all appointments must be merit and fitness, and no man can be removed for the whim of the appointing officer.

We have another provision in connection with our police and fire forces. No member of these forces can be removed without a trial before the Civil Service board itself. Testimony is taken with regard to the delinquency of the patrolman or fireman, and he is there represented by counsel if he wishes to be; and, after hearing the case, the commission determines whether he shall be fined or dismissed from the service. That, of course, gives the man a chance. They know there must be good and sufficient reasons such as bad conduct, neglect of duty, or disobedience of orders.

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This is one of those big subjects—every subject connected with municipal problems is big in its content, big in its significance, big in its influence. Speaking from observation both as a citizen and as an official covering a great many years, I believe that the morale of the public service is ever constantly being raised. The men come to their work with a new feeling—a feeling of contentment and certainty. They feel they have a big place in the community. They feel that they are part and parcel of that great organ of government; and the amount of service they are rendering is very encouraging. The age of the clock-watcher has passed. In my own department, the hours are from nine to four-thirty in winter and from nine to four in summer. There are many times that they are there until six if the work has to be done. They have no objection to raise, because they feel that they are part of the government, and, as such, they feel that they have to perform adequate service and must discharge the duties which are dependent upon them.

There is another feature—perhaps it is not so concrete a situation on your side of the line as it is with us—and that is the increasing number of women who are finding their way into the public service. Since the passage of the 19th Amendment to the Constitution, the women vote as well as the men provided they fill the requirements of age, residence, citizenship. That means that they are taking an increased interest, and they are receiving an increased amount of attention on the part of those who control the political destinies of the community. Therefore, women are being encouraged to enter the public service. They are already getting into important positions, especially in clerical and teaching lines. They are getting into the better positions. In the Federal service, women are entering to take the examinations for the more difficult positions. For instance, recently there was an examination for the Patent Office for attorneys whose business it is to examine applications for patents; and there were a considerable number of women took that examination and qualified, and were subsequently appointed.

With the introduction of women into the service and with their economic independence which follows, and with the feminist movement which has developed with so much celerity everywhere, women will take an increased interest in the public service. They are manifesting a devotion to the public service which is most significant, and there is growing up in the various branches of the service competition between the men and the women to see which shall render the most efficient service to the public.

The municipal problem is not solved. No one knows that better than the members of the Union of Canadian Municipalities. The millennium is not here. But, the old charge that municipal government in the United States is its most striking failure is passing because of this change in the attitude of the public, and because of the changed attitude on the part of the public service itself. And, so, that is passing and will become a matter of history, and community life will develop and grow because of the different attitude on the part of the citizens. The idea of the future will be to promote and further develop and extend that thought and idea, and those ideals for which the Union of Canadian Municipalities has stood so finely during the twenty-one years of its existence.

ALDERMAN DIXON:—Mr. Chairman, may I have the privilege of moving a vote of thanks to Mr. Woodruff for his excellent address. As representative of the largest city in Canada, Montreal, I would ask Mr. Woodruff whether it is permitted in Philadelphia, or in the larger cities of the Union, for the Police department or the Fire department or their Waterworks department to federate themselves so that when one body wants to get more remuneration the affiliation of these bodies ties up the city in the way my city was tied up by these bodies at one time?

MR. WOODRUFF:—That would differ with the state. You all know that Boston had a very serious police strike which was broken by splendid courage. As a matter of fact there is no such amalgamation; but there is nothing likely to prevent it. Our mayor has seen to it that our police are adequately compensated and are given a living wage. They used to get \$3.85 and a small bonus which was regarded as inadequate, and as a result of the action of the police they are now getting \$5.00 a day. As a matter of fairness they gave the firemen the same wage because they thought the two services were equal.

MAYOR PARNELL:—Is there any regard to seniority?

MR. WOODRUFF:—The Police and Fire departments have records of their own. The Fire department has a fire school to which the firemen go as regularly as children go to school, and they get marks and the average counts in any examination for promotion. The chief keeps a record of his men which is called the "efficiency record," and that too counts in the promotion examination. That is done also with the police.

The other day I was in the office of the director and I saw a patrolman who had been promoted to sergeant after being in the service five years. He had been appointed over some men who had been in the service thirty years. Seniority plays its part, but it does not control.

Mr. C. W. McCREA:—I do not represent the largest city in Canada, but I represent the most important—Sault Ste. Marie. I

would like to say that Mr. Woodruff has given us something which is real. He has been dealing with the question of Civil Service in a broader sense. I am not convinced that the municipalities of Canada fully realize the extent to which the question of Civil Service looms up. I have been very closely in touch with municipalities and I do not think municipal councils fully realize the part which the permanent official plays in municipal organization. I believe that the council will yet come to the point where the question of municipal civil service is taken much more seriously. We have two classes of officials. In one case you have a steady official who has been there for years and whose worth is not fully realized. We have other conditions in the municipalities where everything is at loose ends, because the service is not efficient, and the municipal councils do not realize what the trouble is. I believe the councils should be brought to realize more fully the extent to which they must rely from year to year as the personnel of the council changes upon their permanent officials. I have to express my very great pleasure in having listened to Mr. Woodruff's address, knowing that this question is of great force and a suitable one for the consideration of this Union.

MR. COOK:—Might I say a word in connection with the splendid address we have listened to this afternoon. The members of the union are much indebted to our friends from the United States—Mr. Woodruff and Mr. Dodds. I think, perhaps, some of us have had no idea that conditions were changing in the United States in the way Mr. Woodruff has indicated. I just want to say to Mr. Woodruff in passing that the succeeding presidents of the United States have deemed it advisable to send us a Consul General; and we have no better citizen in this city than the present Consul General. Nearly twenty years ago when I was chief magistrate of Ottawa it was my pleasure to pay a visit on Mr. Foster who had been appointed Consul General. He had previously been Consul General at Halifax. Mr. Foster is still with us. Succeeding Presidents have recognized his worth.

MAYOR HARDIE:—Mr. President I want to join my thanks in appreciation of Mr. Woodruff's address. He has been coming here nearly as often as I have, and I say candidly that when I received the programme for an annual convention I always look for his name. If it is not there I am disappointed and it is a question whether I am coming or not. I hope Mr. Woodruff will never fail to give us his valuable services.

THE PRESIDENT:—Mr. Woodruff your addresses are always inspiring and of the greatest benefit to delegates here, and I am sure the result will be the same as on other occasions. I can only thank you for your attendance and hope that our convention will always have the attractive feature of your presence.

As the report of the executive would inform you a resolution was passed a year ago at Quebec that an address should be presented to Mr. Lighthall and to Mr. Wilson in recognition of their long and excellent service. I do not intend to refer to the history of Mr. Lighthall and Mr. Wilson in connection with the Union or to endeavor to estimate the value of their services during the long period in which they have been connected with it. As you all know, Mr. Lighthall was the founder, and that fact is of paramount importance. Their services afterwards and the services of those associated with them, many of whom have passed beyond, is a matter of history in Canada—very important history in connection with the development of our civic rights; and it is a matter of regret to many of those who are newer to the work than Mr. Lighthall and somewhat inexperienced, that the work of the Union was not retained in the shape of a book as an annual record of the work of the Union. It is something that the Union should have. I will ask Mr. Lighthall to take the delegates of the Union of Canadian Municipalities at this convention as well as at past conventions without my doing justice to the occasion, because I feel I cannot do so.

MR. W. D. LIGHTHALL:—Mr. President and gentlemen: This, of course, to me is a very pleasant occasion, and, at the same time, it is a serious occasion which has touched me very deeply. It was only at noon to-day that I knew of the intention to present this address to me as I had forgotten the resolution of last year. Twenty years of service in a beloved form of public occupation is a very great part of one's life; and the chief satisfaction to me for the labour that has fallen upon me to some extent in trying to carry out what I would call this avocation has been the support of so many loyal conferees. I use the term "conferees," because it applies also more particularly to my French friends as well as my English friends, and I have very much valued the type of men who have stood by the Union of Canadian Municipalities during the past twenty years and have enabled it to carry on the work it has carried on. I have no fear for the future of the Union of Municipalities in Canada. The work of the past twenty years, done not by me—because I have only seen a link—but done by those loyal and splendid gentlemen of the municipal bodies of Canada, during that period has assured the success of this undertaking in whatever form it may take. The Union itself may pass away. I do not think it can altogether pass away. It has in every province a well-established provincial union, and it has laid down certain principles which will always be referred to and which will always be stood by because they have been expressed here by you gentlemen. This occasion is one in which it is very difficult for me to express to you my gratitude; and I thank you all.

U. C. M. CONVENTION (Continued).

The Banquet

Following a tour of Ottawa's parks and driveways the delegates and Ottawa friends to the number of about three hundred partook of a most enjoyable dinner as guests of the Mayor and City Council. The flow of wit and eloquence which ensued is reported as follows:—

MAYOR PLANT:—Sir George Foster, ladies and gentlemen: the city of Ottawa is honoured to-night in being the host of such a distinguished gathering. We are proud to have with us men who have played so important a part in world politics as well, also, as men of our city concerned in the municipal affairs of Ottawa. We are particularly pleased to see so many ladies. Ladies are to-day playing a very important part in politics. When you know the wives of our members of council you can readily understand why things go along so harmoniously in our city council. I feel that it is very becoming that the heads of the various departments of the city should meet at a gathering such as this, because we men in public life possibly feel that we are not left in office as long as we should be. Our civic officials are more fortunate inasmuch as they are more or less permanent. It is very becoming that they should be here and attend our sessions so that they may learn something of what is going on in other cities.

After having the opportunity this afternoon of seeing our city, I am sure that the representatives from the various municipalities will agree that besides being the best governed city on the map, we have the most beautiful city on the continent.

Now I feel particularly honoured in having been chosen by the committee to act in the capacity of toast master. That does not mean that I should inflict an address upon you.

(Toast, "To Our Country", proposed by Mr. W. D. Lighthall, ex-mayor of Westmount, past president and founder of the Union of Canadian Municipalities. Toast replied to by Rt. Hon. Sir George Foster, Acting Prime Minister).

Mr. W. D. LIGHTHALL:—Mr. Chairman, Mr. President, Sir George Foster, ladies and gentlemen: A short time ago I was talking with one of the leading Chinese merchants of the city of Montreal at the Chinese Theatre. He said to me, "Our people all want to go back to China rather than to live in this country—every man loves his own country;" and I felt that that thought was a universal one. Every man loves his own country, and we have a right to express it freely with pride and patriotism without transgressing in any way on the rights of the citizen of every other country to feel exactly the same way. We have reason to feel proud of a great land like this with its wonderful prairies in the west and its great history in the east. We have reason to feel proud of that fact; but, after all, is not the great thing in which we have our pride, and of which we ought to think when we think of our country, the love of our people. The love of country is the love of people. The love of Canada is the love of our Canadian people. And I am glad to have that thought in an assembly which is made up of men whose one serious predominating thought is the happiness of the different communities in which they live—an ideal which goes on to the dream of a great, supremely happy country in which everything shall be ideally organized and ideally ordered, and toward which dream all our work tends. We pledge you ladies and gentlemen in a toast to our country, the ideal Canada, the Canada to be, the Canada which we are going to try to make to be, the Canada which we are trying to lay the foundation for in the work of our various services to the people—Canada our country.

SIR GEORGE FOSTER:—Mr. Mayor, ladies and gentlemen: I do not think Mr. Lighthall did justice to himself nor to his toast by making his remarks so almost inexpressibly simple and short. Besides, he catapulted me on to the audience, an operation which I hate—being introduced too quickly before I get the atmosphere and have a chance to get acquainted with the faces at the meeting. But, things have to be taken as they come, and Mr. Lighthall has deprived us of a good many things we would like to have heard him say from his long experience and his very meritorious and excellent work in behalf of that country which he has toasted. He has said that a country is really, after all, its people; and that is absolutely true in a sense. But the love of country is a wonderfully complex thing and draws its source from a great many different directions. During the period of his very brief address—altogether too brief—there ran through my mind two or three of the things that contribute to a man's love of country. In the first place, there is what you may call origin. From what stock, famous in long past centuries, did they draw the fibre, moral and corporeal that animates and supports the body politic in Canada to-day? Naturally, there must be something granted to that factor in the way in which we demean ourselves about a country, because it is neither wrong nor unuseful that a man should have a parentage of which he can be proud and have placed upon him the responsibility of keeping even with the stock from which he has come. It is a great thing for a man to have forebears, and it is equally great in a country to have lying behind it

that wide and deep source of being which is enriched by the actions of literature, of institutions, and of the deeds of centuries performed by its ancestors.

I love Canada because of the stock which discovered it, which explored it, which has peopled it, which has developed it; and which, drawing upon a far-away source of centuries ago, projects into the life of Canada the fine spiritual, moral and physical influences of the stock from which they came.

That is one element. Another element in the love of country may be said to be the physical features of the country itself. You may have a very deep love for the backyard and the front yard of the home in which you were brought up; but there is a wider and deeper soil for a rooting of love of country in the wider and more extensive features of the country itself. You do not see the Rocky Mountains from your own front yard—that is, the most of us do not. You do not see the Great Lakes. You do not see the great, silent immensity of the north which lies always beyond, and which I have always contended is a source of power for Canada itself. Loneliness, solitude, mighty stretches yet unexplored—there is something in that thought which permeates into the civilization which caresses and fringes its borders; and to me it seems that the source and element of our love for Canada are those vast, unpeopled solitudes of the far north, entered now and then by our most adventurous spirits which explore and bring back the tale to us to be told in our homes and at our firesides. Canada is a great country. Geographically and scenically speaking, it is a great country. It has illimitable stretches of plain and meadow and prairie. It has hills, it has great mountains, it has mighty rivers, it has wonderful inland seas; and the beauty of its verdure and the white, spotless beauty of its snows and the great icy crowns that stand forever on its unlimited hills. All these things rush upon us in proportion as we absorb them, and we are all absorbing some of them, and they tend to make this a country which a man ought to love, which he must love—it compels his love.

Then, again, another element in the country which makes us love it is its spiritual and its mental power—the fibre of its being, the ideals which spring out from the inmost conscience of the individuals who make up the greater body of the people, the ideals which project themselves far into the future and draw us on as other forces impel us onward from behind. That is the spirit and temper of the people themselves translated into their active work, into their institutions, into their enterprise, into their national spirit, into their social fabric; and into all their activities. These are things which, in the aggregate, pull upon the heartstrings of all of us and make us proud of our country because we can be proud of our people. And when we make a toast to our country—the country in which we live, the country where our fortunes lie, the country where we buried those who have borne us, the country where we shall bury ourselves, but before we do it project into the future of that country the generation that follows us—that country is dear to us because of the sacrifice which our fathers have made for it; and the country which has made no great sacrifice has yet to find the finest and deepest source for the love of its people.

And, to-day, when we have the toast to our country and rise to drink to it and rise to speak to it, we think of the men and the women in our ancestry long since passed away and almost forgotten who engaged in the physical battle—the sacrifice of early pioneering and voyaging. We think of that life of hardship, of self-denial and sacrifice which formed the cradles of our country and built our first homes and extended them therefrom and over all the vast expanse of our present Canada. These are things which have sunk into our fiber and have made us love our country because of what our forefathers have done for us. But, now, when we toast our country we think of the 60,000 men who went from Canada and in a long-waged warfare in which they had nothing personally to gain, nothing selfish to strive for, but for a pure love of liberty and freedom and of justice, laid their lives upon the altar of the world's finest and best ideals and lie there still in France and Belgium and many another battle field. Our country is infinitely dearer to us to-day than it was before or ever could have been, but for this sacrifice. Yes, we love our country, and we will stand by it; and when we say that we love our country and will stand by it, we pledge ourselves to the responsibility of doing its work and doing it well, and of doing this work in that spirit of self-sacrifice and love which places upon the altar of our country's service that which is best within us; that which was developed in the struggles of our ancestors and in the late war just now happily closed. Our country is dearer to us because of the sacrifices that were made for the maintenance of its principles and for the maintenance of its security? Now, I have spoken in a rather solemn and serious way. Why? Because I am talking to solemn and serious people. This Union of Canadian Municipalities is in its way an epitome of our country. It is also,

U. C. M. CONVENTION (Continued).

in another sense, a foundation of our country; because, as I stated in my few brief remarks to some of you the other day, in proportion as you found well and properly the municipalities of a country you are building up the strength and the prosperity and the future permanence of the Dominion of Canada. In proportion as you lay down the proper financial rules for the government of your municipality, you strengthen your municipality. You have almost the same financial problems in embryo that we have in the highest administration. You should make your municipalities so grounded in reasonable and sane finance and enterprize that it carries the credit of every municipality and carries the prosperity of it as to lay the foundation of a Canada so that the municipalities in their work are really forming the bases of a greater Canada which we have been toasting here to-night.

We love Canada and we stand for it; but we are not bigoted in that respect. We love other countries as well. Naturally, our first love goes out to the countries which make up the great British Empire; but it does not stop there. We, in these days, have learned that the brotherhood of humanity is not simply a theory, but is a permanent and a vital fact; and in proportion as it is realized so is the world's progress made certain and sure. And, so, we love those to the south of us who have built up the great United States of America. We are glad to have them with us to-night. We look upon the marvelous progress which they have made. There are some things to avoid, possibly, in that country. What is the use of experience unless it gives you some lessons that will make you follow paths a little less dangerous than have been followed by others. But, in that great country to the south of us they have made great progress and we are proud of it. They have done for us in Canada a wonderful service by the civilization which they have developed on the side to the south of us; and, internationally, we must glide one into the other in thought, in feeling, in ideal, in purpose, in co-operation; because it is part of the brotherhood of one nation with another. I believe strongly in the general brotherhood of nations, and in internationalism in that respect; but, with all that, I am a man who believes in a home for the people of the home, in a Province for the people of a province, in a nation for the people of a nation; and that in proportion as the home and the province and the nation are built up in all the different nationalities, the international world is made stronger and the general progress and the general prosperity of the human race is made more sure thereby.

Now, if I have not tired you out, I have gone a little distance toward tiring myself out; and I am going to stop right here, saying, that with reference to Canada, whilst we love it, that does not prevent us from the brotherhood of nations which we think means so much in the future. No one knows better than those who are seated about this table with what very great interest we have watched within the last three or four months a move made on the south side of the line by the Government of the United States which looks toward that wonderful goal no longer fanciful, no longer a Utopia, when the world will free itself from that awful burden of armaments by land and by sea; when they will govern themselves by the principles of justice and right and reserve each for itself that power which is necessary to keep order and strengthen the nationality itself. If there is one thing that opens out the future in a more wonderful way than another in my reading of history, it is the move which is now holding the attention of the nations of the earth well led in by the people of the United States toward that disarmament which is necessary to unburden the world of its taxation and its debt consequences, and leave the means of the world open for the improvement of the human race in its different nationalities along so many lines and in so many directions where improvement is possible.

I want to say, as I may say from the position which, by accident, I occupy to-night, that the government of Canada looks upon municipal improvement as being one of the strong forces to make more easy the government of the Dominion as a whole; that it is glad to know that the Union of Canadian Municipalities has passed its twenty-first birthday; and that it wishes for them a long, continued and progressive future; and that whenever they come to Ottawa they will get not only the hospitality of the city itself, but the hospitality of any government which at the time they make their visit happens to be in power. That may be this government. It may not be this government. It may be Liberal; it may be Labour; it may be Farmer; but whatever it is it will receive you and wish bon voyage to the Union of Canadian Municipalities.

(Toast to the Union of Canadian Municipalities: proposed by ex-mayor Fisher, and replied to by Mr. Arthur Roberts.)

EX-MAYOR HAROLD FISHER:—Mr. Mayor, ladies and gentlemen: As I look at the faces of the young fellows who have been sent here by the different municipalities to represent them at this conference, I feel that I am already a very old man. For eight years I was in the municipal mill, and I would like to say to some of the visitors that in Ottawa eight years is quite a long time. During those eight years, most of my days—more than eight hours at any rate—and all my nights when I was not sleeping were spent in think-

ing of municipal affairs. Now, I have joined the great army of the "ex's" and it is all over. It has seemed to me always that the chief function of an "ex" is to look after his own affairs. It is not an easy thing to learn that business, but I have been trying to do it as well as I can. There have been times when I have felt a great deal of elation at something that has been done by those who have come after me; there are times I have wanted to swear. During the last few days it has been a great pleasure to meet the representatives of the municipalities of Canada. Some of them I have known for some years. I have been pleased to hear discussions on subjects in which I was long interested and in which I am still interested. I am very grateful to my friends for paying me the compliment of asking me to propose this toast. The toast I am asked to propose is that of the Union of Canadian Municipalities. This Union in its inception was a fighting organization formed for the purpose of protecting municipal rights; and during the twenty-one years it has been in existence it has had many fights to preserve these rights. It is no less a fighting organization; but there has been reason to fight. No man who is wise drops his insurance policy because he does not have a fire. To-day it is quite necessary that this union should continue to exist, prepared at all times to protect municipal rights and to resist all efforts of the greedy to take what they should not have at the expense of the public. The Union of Canadian Municipalities has done its work. It has, in a very large measure, perhaps, been educational. Once a year men from all over Canada have met together and have discussed municipal problems. Men cannot meet together from all parts of the Dominion and discuss municipal affairs without learning something, without getting a different viewpoint. I believe the conventions have done a great deal to broaden the outlook of those who have been fortunate enough to attend them. The Union of Municipalities has done a great deal to stimulate interest in municipal government which, to my mind, is the most important of all governments. What is the object of government? I presume it is simply to so order things that people may live together with the utmost possible happiness. And, it has always seemed to me that while men like Sir George Foster, who are interested in Dominion affairs have a great work, they are not in touch with real life the same as those who are engaged in civic affairs. Municipal government is important because it deals with those things that mean so much to the people. Sir George Foster has pointed out that most of us can't see the Rocky Mountains from our back yards, and that is the significant point that I wish to make. After all the back yard where most of us spend our youth are a thing of very first importance. And, it is of importance what kind of back yard you have. And, it is of very great importance also whether it is possible for the boys and girls of the municipality to go out of the back yard once in a while and go into playgrounds. And for that reason I venture to say that the office of the Superintendent of Playgrounds is of much more importance than that of the general manager of the Canadian National Railways. We spend our youth in the back yard and most of us spend our adult life on the front porch; and it is of great importance that the front of our houses should be comfortable, that our streets should be dustless, that we should have trees and grass and all those things that go to make for happiness and the best life in any community. That is, to my mind, the greatest of all work; to make the conditions of living good; to make the opportunities for healthy play as ample as they may be made; and the Canadian Union of Municipalities, by holding up high ideals is, as Sir George Foster has said, not only laying a foundation for a greater national life, but it is encouraging that national life because, after all, we may talk about brotherhood and all that sort of thing, but we show our brotherhood by the way we deal with those amongst whom we live.

Ladies and gentlemen, this toast is to be replied to by two men who have done great work in the municipal field, and I therefore, leave to them that duty and ask you now to drink to the health of the Union of Canadian Municipalities.

MR. ARTHUR ROBERTS, K.C. (President, Union Canadian Municipalities):—Mr. Mayor, Sir George Foster, ladies and gentlemen: You will allow me to congratulate you and your associates, Mr. Mayor, on the very excellent success of this convention and on the many attractive features that have tended to make it a very delightful and long to be remembered occasion. I find that we shall have the pleasure of listening, without the aid of wireless telephone to eloquent voices not only from all parts of this wide dominion, but from other and distant soil. However, sir, there are so many representative men here to-night, that you may have to enforce the closure, and, I think, in Ottawa you know all about that. You reminded us all publicly—and probably because you thought I needed it more than anyone else you advised me privately—to be as brief as possible and to set an example to the other speakers. It is a matter of regret to me that the arrangement of your programme has deprived me of the opportunity of a life time to attain that eminence by setting an example to Sir George Foster, but, perhaps that would have deprived us of the great treat with which that gentleman has favoured us.

SIR GEORGE FOSTER:—You cannot pass it off in that way

U. C. M. CONVENTION (Continued).

MR. ARTHUR ROBERTS:—I had an idea in mind of a comparison which is sometimes made between after dinner speeches and aldiés gowns. I hope the ladies will allow me to make this comparison because my intentions are perfectly correct, and I know that no one more than they themselves will realize the force and brilliancy of the illustration. It is that an after dinner address should be "long enough to cover the subject and short enough to be interesting."

Our friends who are here from the United States will no doubt support me when I say that two of their distinguished countrymen—Benjamin Franklin, and the greatest Englishman that America ever produced, George Washington—never made speeches more than ten minutes long. In that way they set a remarkable example, not only for the United States, but for Canada as well. So, I am going to set an example not only to the gentlemen from the other side, but also to the city treasurer of Bloemfontein, Mr. Logan. It is said that a certain tribe in South Africa boasts of an admirable system for dealing with after dinner speeches. It appears that they have a law that every speaker must stand on only one leg when he is addressing an audience and as soon as he has placed the other leg on the ground his oratory is brought to a close, and the thunder of applause commences when a man is observed to wabbling.

Here, Mr. Mayor, you have the great privilege of listening from time to time to the best speakers in Canada, including the distinguished gentleman, Sir George Foster, who has honoured us with his presence this evening. Those who are familiar at all with the history of their own country cannot help associating your beautiful history with the eloquence with which its legislative halls have resounded; and it is with temerity that some of us rise to speak. We feel like Lord Morley, said he, always felt when going to a meeting—"Very uneasy lest words should not be put into his mouth."

One Lord Derby is reported to have said to Macauley that whenever he was about to speak his throat and lips became as dry as those of a man going to be hanged. I wonder what he would do if he lived in these days of prohibition.

A recent incident in the United States shows that the returned man has in these days an advantage over all other speakers. At a certain meeting, a soldier of some distinction who had been through the great war was to be one of the speakers. An ex-president, now Chief Justice Taft, spoke first and at considerable length, and when he had finished the audience almost to a man started to leave the building when the chairman called out "come back and hear this speaker. This man in the great war went through hell for you, and you can at least do as much for him."

There is another story told which is said to be a fact in that country in connection with public speaking. It is a matter of history that Mathew Arno'd in his lecture tour of the United States was not very successful, and being anxious to learn the cause of the success of Josh Billings who was lecturing at the same time, he went to see him. "Well," said Josh, "give them a little amusement, but not too much; then get serious. Sometimes I ask them questions. For instance, I said to my audience last night, 'Can any of you tell me what two things there are in this life for which no man is ever prepared?' Someone, of course, said death. Well, I said, that is only one. Who can tell me two. A young lady said marriage. I said that is only one. Others followed with wealth, happiness, health, etc., I said no you are wrong. There are two things on this earth for which no man is ever prepared and them is twins."

I am sure, Mr. Mayor, that I am following the example of the darky speaker who divided his text into two parts: first, what was in the text; and second, what wasn't in the text: and he took up the second part first. I wish to thank Ex-mayor Fisher for his kind word with reference to the Union and to thank you and your associates for the hearty way in which you have disposed of the toast to the Union, and to express our sincere appreciation for this occasion. My own views in connection with the Union are pretty fully set forth in the presidential address; some of you have heard them. It is available to the rest of you. You would, of course, expect me to say that it is well worthy of perusal. I am sure that after the work of the last two days, and in this genial atmosphere, we all prefer to let the serious matters in connection with the Union take care of themselves for the present at least. I wish to express what we all deeply feel, our gratitude for the warm and sympathetic support that has been shown by the city of Ottawa to us in this work. I wish to thank you for the warm welcome you have given us—this delightful occasion—and all that you have done for us on this occasion. Now, it all means very much to the union. It is a fact of supreme importance in our work that the capital city should be consistent in its attitude toward the support of this work which, I believe can be made to have the most wholesome influence in helping to shape the great destiny of this country. The success of our work depends upon the active support of the large cities to a very great extent, and I regret to say that we find some of them uncertain, coy and hard to please. We should have in the Union all the great cities, all the towns and all the municipalities in Canada. The slogan of our campaign for new members should be what Josh Billings said was

the slogan of the Billings family—"Multiply and increase." We need to multiply and increase not only in membership, but in activity as well. Should we not stand still. We cannot stand. It has been well said that there is a forward movement in things, but if you stand still you go back. We have a past from which we can draw inspiration and strength in the Union. I was talking to a young lady some years ago, who spent some time in the fair city of Quebec, and to my surprise she failed to appreciate the charm of that historic city. I told her I thought it was delightful; it was so historical. She said, "Oh yes, it is awfully historical; but you cannot live on history." The platitude with reference to history is obvious, but you must remember that, however agreeable the past has been with each year, the sphere of municipal activity is increasing and the importance and dignity of municipal work is growing more and the municipality must be in the vanguard of all such improvement.

I want to say a few words in addition to what Sir George Foster said in expressing our pleasure in having with us our friends from the United States. They are not only our friends, but they are our blood relations. We draw our strength and absorb our inspiration from the long past. We have the same traditions and institutions. We were born of the same mother. And we are co-workers in the partnership of democracy. We have lived along side of each other for more than a century and have learned the ways of peace; and, as Sir George Foster has so well said; upon the friendly relations between the respective countries depends not only the peace of the world, but the future of civilization itself. Let us hope that the happy fraternal associations that have characterized this convention, will spread to other conventions and will work to our mutual enjoyment, inspiration, and well being.

MAYOR SAMSON: (Quebec):—Mr. President, ladies and gentlemen, I did not expect to be called upon to say anything and therefore I am not prepared. It is a fine thing for us to meet together from all parts of the Dominion, and exchange our ideas on the administration of municipalities. We can all learn something. We heard to-day from our friends from the United States on some features of the administration they have, and, if possible, we should adopt some of these in Canada so that we can, by example, improve our own civic management. I congratulate and thank the city of Ottawa for the reception they have given us. I would really rather settle a strike than make a speech.

(Toast to "Our Guests": proposed by Alderman Slattery; replied to by Mayor Buck of Buffalo, Mr. J. P. Logan of Bloemfontein, South Africa; Mr. C. R. Woodruff of Philadelphia, Mayor Parnell of Winnipeg, and Mr. H. W. Dodds, from New York).

ALDERMAN SLATTERY:—Your Worship, ladies and gentlemen: Little did I know an hour or two ago that I had been named to propose this toast. The fact has been brought home to me that the few things I wished to say to our honoured guests have already been spoken. Ladies and gentlemen, we have with us representatives from Prince Edward Island, which is represented by Mayor Riley, right through to the city of Victoria, represented by Ald. Sargent. It is a pleasant thing that they should gather here on the twenty-first birthday of this Union, and it is hoped that every town and city in the Dominion of Canada may eventually become an active partner in this Union. We, of the city of Ottawa, gladly welcome you here and hope that this Union will again come amongst us. We have the representative of the Dominion Government, Sir George Foster, here with us, we have been pleased to receive his eloquent address. I will ask you, ladies and gentlemen, to drink to Our Guests.

MAYOR BUCK (Buffalo):—Mr. Toast Master, Sir George E. Foster, ladies and gentlemen: When I discovered to-day that my two fellow Americans who had already addressed this conference had Canadian-wives and my wife is an American I felt that I was somewhat lacking in proper credentials to appear here; but as I sat and listened to Sir George Foster I could not help feeling that I was qualified to speak sympathetically to Canadians, for I have felt the lure of those vast unpeopled regions which he described. For twenty-five years I have spent my summer vacations in Canada. Many a day have I spent in a canoe gliding over the dark and silent waters of Canada's rivers, and many a night have I slept in the deep recesses of Canada's vast forests. If the lure of this country had not touched me to the heart I would not have come back again and again. For fifteen years I have owned a summer home on the Ontario side of Lake Erie. Ever since I have been mayor of our city it has been my desire to produce harmonious working and co-operation between our peoples; and whether it has been some social occasion, or an international gathering, or a dedication, I have always used those occasions to try to sow a few seeds of international good will, and it is the same motive that has brought me here to-night. For, every American who pauses to think must realize what has been emphasized here by the speakers to-night—that not only our own welfare but the peace of the world depends upon the harmony and co-operation that exists between the democracies of the British Empire and the people of the United States.

U. C. M. CONVENTION (Continued).

Now we Americans and you Canadians are very much alike. I have noticed that Canadian mayors are just like American mayors; they feel they are not continued long enough in office. Mr. Robert's remarks on the limitation of speech brought to mind a little incident in the life of the late Vice-President Sherman which I once heard him tell. He said he was addressing an audience which kept gradually departing from the hall. Finally he said, "Now, my friends, it does not hurt my feelings in the least if some of you want to go out, but it does disturb me to hear people stirring around in the audience, and I would appreciate it if all those who want to go would leave now." Everybody went out but one man. Mr. Sherman went on and finished his speech. Naturally he felt somewhat touched by the devotion of this one follower. When he was through he said, "Now, my friend, will you tell me why it was that you stayed?" "Oh," said the man, "I am the fellow who puts out the lights."

One of the first men I met here was Mr. Cook, whose duty, I understand, it is to watch the Dominion Parliament and let the mayors know when something is likely to be passed contrary to their interests. We have an organization in the State of New York called the State Conference of Mayors, and one of the chief reasons for the existence of that organization is to similarly keep a man at Albany to watch the legislature and to see that they do not put something over on us.

Now, our peoples are able to understand each other. There is not any finer bit of autobiography than Alfred's Life of Alexander Hamilton, and Alfred is an Englishman an Oxford or Cambridge man. To-day, the standard Life of Lincoln—the one recognized as the finest authority in the United States—is by Lord Charnsworth. To me, an American, with American history and tradition ground into me, with a background of the political experience which I have had, there is nothing which I have ever seen on the stage which in compelling force equals John Drinkwater's play "Lincoln"; and John Drinkwater is an Englishman. I have no doubt it will be possible to point to outstanding works by Americans. I know, from my own reading, that there is no one who has written so sympathetically, so graphically of the enterprises and sacrifices of the early explorers of Canada—of the early French who discovered this country—than our own Francis Parkman.

Mayor Parnell, of Winnipeg, spoke a great truth this morning when he said that municipal government was the foundation of all our governments for, the provincial government and all governmental structure rested upon the foundation of the municipal government. Your former Mayor Fisher also emphasized this idea in pointing out that municipal government is closest to the people.

We in Buffalo believe we have a very progressive city, because we have ventured upon an experimenting government. We have a city of over half a million people, and for six years the city's affairs have been managed by a council of five elected at large from the city. The mayor is the only one of the five who is voted back for his office.

This morning I asked the question of the mayor of Winnipeg as to what proportion of the population was foreign born, because the cosmopolitan character of the population in American cities is one of the factors which makes government difficult. I was informed that forty-two per cent of the population of Winnipeg was foreign born, and that that was a city with a larger proportion than most Canadian municipalities. I saw some figures a few days ago by a private organization, which I believe to be authentic, showing that of the adult population of Buffalo sixty-five per cent is foreign born. The selection of a council at large from the city, I believe, in view of its cosmopolitan character, gives it a governing body that is more representative of the spirit, ideals and purpose of the city as a whole, and does away with a great deal of friction, a good deal of rivalry; and a good deal of local jealousy, which formally existed. The people from each section are the constituents of each member of the council. Each councillor is as anxious that the people on the water front shall be satisfied as they are that the people from any other side of the city shall be satisfied. The government can act speedily. It is not necessary to appear many times before it on any matter that comes up. The council meets at a committee to hear matters in which the citizens are interested every Friday afternoon. Frequently some person will come up not knowing what to do about a matter, and he is advised at once what department the matter comes under and who to see; and the heads of the departments being there the matter is settled on the spot. I simply want to say, without transgressing too far on your time, that we have something which is a decided step in advance and which is helping to do away with the blot on American cities which was left by Lord Brice's declaration that the government of the municipalities was the greatest failure which the Americans had made. In his book, "Modern Democracies," which Lord Brice has just recently put out, he takes occasion to point out that American cities have made a great advance in overcoming the evils under which they have labored in the past, and he gives to the com-

mission idea of government a large share of credit as a factor in righting that situation.

Now, speaking for myself—and I am sure that my feelings are the same as those of other guests—let me say that I deeply appreciate the warmth and sincerity of the hospitality which has been shown here. It has been a pleasure to see the beautiful city of Ottawa, and it is plain from the fine parkways that have been laid out that the city is only at the beginning of a wonderful period.

In conclusion, let me hope that the Canadian Union of Municipalities may go on enlarging from year to year and increasing its service and usefulness to the Dominion.

MR. J. P. LOGAN (Bloemfontein, South Africa):—Mr. Chairman, Sir George, ladies and gentlemen: A truly wise city official never makes public speeches. Like the little boy at the table he may be seen, but never heard. And so, sir, we do not get the habit of giving graceful thanks for the good things that have been given to us. But I must express on behalf of my town council and myself our appreciation for the wired invitation inviting me to meet you here in the beautiful city of Ottawa. I come, as you have been informed, from your sister state South Africa—one of the Commonwealth of the British Nations, having much in common with yourselves. I have come here to study the most modern and up-to-date methods of municipal management in your progressive country. South Africa and Canada have much in common, being bound together by common ties of the same motherland. But we also are suffering from growing pains. We also are a wide, far flung agricultural country. Our towns are growing rapidly and irregularly, and, in some cases, having very heavy bond issues on their hands. They are endeavouring to solve systematically the difficult problem on the basic principle of equal rights. So, sir, my visit to this great country is to gather information and to be able to go back and help to solve some questions we have met with at home. I hope to get much more information than I have at present been able to get, and I hope to profit by the information you so freely offer to me. South Africa considers itself fairly well ahead in municipal matters. It has a very wise Union government, provincial government, and we think good municipalities. We think, sir, that the governments are so good that public opinion lags. We want to know how to do better. We want to learn from you new forms of service. Our system of government is based on the English system of a mayor and council on pay; but it lacks the Englishman gentleman of leisure to carry it out. And so we are looking with anxiety to see a better form, and we are interested in the form of a paid executive and in the various changes you people are working here and in the United States. We are anxious to successfully handle our problem. In South Africa, the natives are five to one. My visit to Harlem, to Hampton Institute, and to the south have made me change a great deal the viewpoints I have brought with me.

Our great premier, General Smuts, said that no nation can be considered truly great which has a submerged tenth, and that no child born in South Africa shall be denied a chance to become a profitable citizen. We are a prosperous people, but we are developing a difficult poverty problem; and General Smuts says it shall not be. I have come to America because they have developed a unique way of handling the poverty problem that does not exist elsewhere. General Smuts has gone so far as to establish a post-graduate student in Toronto for the past year to get as much detail as is possible. That student travels through Canada and the United States. So, I am come to see if I also cannot find something that will help to solve a problem that should never exist in countries like Canada, the United States, or South Africa.

I have to thank you again, Mr. Chairman, for your kindness in connection with my visit, and the Union of Canadian Municipalities for the willingness to help me.

MR. CLINTON ROGERS WOODRUFF (President, the Civil Service Commission of the City of Philadelphia):—Toast Master and friends: I was very much interested in some stories that have been told to-night and in the references that have been made to the identity of our interests, our ambitions, and our institutions; and I was reminded of a story which I read some time ago of an American citizen who was travelling in one of the compartments of an English train before the war. The American pulled out a cigar and lighted it. He was just getting well into the cigar when the other occupant of the compartment said, "I beg your pardon, but smoking is not allowed in the first class carriage." The American laid his cigar aside. When they got to the next station the American called out to the guard and said, "This man who is sitting in the compartment with me is in the wrong one; he has a third class ticket." The conductor asked to see his ticket, and lo and behold it was for third class passage. The man was quickly put out and sent where he belonged, and the American finished his cigar. Later on, when telling of the incident to a friend, his friend asked, "How did you know that your companion in the compartment had a third class ticket?" "Oh," he said, "I saw his ticket sticking out of his pocket and it was the same color as mine."

I think one reason why we Americans get along so well with you

U. C. M. CONVENTION (Continued).

Canadians is because the color of our ticket on this train of progress is the same as yours; and it is a first class color at that.

There is a story told by one of our American bishops at a great mass meeting of American churchmen. He and two friends were travelling in Switzerland; they came to a point where they had to take a stage. They went to the box office for tickets, and the clerk told them that the tickets were of three kinds; first, second and third class. The first class ticket cost three dollars; the second class two dollars, and the third class ticket one dollar. They all bought first class tickets. When it came time for the coach to depart, they said to the driver, "Where shall we sit? we have first class tickets." He told them to sit anywhere. "Well," they said, "what is the difference, then, between the three classes of tickets?" "Just you wait," said the driver, "until we reach the first incline." So the bishop and his friends took seats and they drove for several miles, when finally they came to the foot of an incline. The driver then called out, "First class passengers will hold their seats, second class passengers will get out and walk, and third class passengers will get out and push." I might say that the bishop thought there were a great many first class passengers in the church in America—they needed men who would get out and push.

What I have seen of this and other meetings of the Union of Canadian Municipalities points to the fact that all classes are ready to get out and push.

You heard me at length this afternoon speak on one of our problems which is affecting us very closely on the American side of the border. I shall content myself on this occasion to re-echo the words of Mayor Buck with regard to the cordial relations that exist between these two great countries.

On my way north to this meeting, as we came close to Rouse's Point, I called the attention of Mrs. Woodruff to the fact that many years ago the Americans built a fort near the Point, but, unfortunately, they placed it on the wrong side of the line so that they were never able to use it. To-day it is called Fort Blunder. In thinking it over, it occurred to me that after all it was not a blunder, but a great compliment to the Canadian sister of the north that we could afford to build our forts on her side of the line and let her manage them in the interest of peace.

Our interests, as your distinguished acting premier said, are what? We in the United States owe all that is finest and best in our heritage, in our aspirations and ancestry, to the Motherland. While we may have had some differences in the past, those differences, I feel, have been for the mutual benefit of all, and as a result of those misunderstandings we have merged into a larger and greater fellowship which means mighty things in the world at large. That is a fellowship, a friendship, an identity of interest that was manifested itself not only during the recent war, but which has been manifested on many other occasions. Here are two great nations, Canada and the United States, existing side by side for over one hundred years with nothing of a serious character to mar their relations. It is because they have the same great ends and are animated by the same great aspirations, and have the same common history, that we are able to make the contributions which we are jointly making to the solutions of those problems which affect mankind, not only in the United States and in Canada, but everywhere.

It has been a very happy condition that we stand so closely together, and I think it is due to the fact that in our respective flags the same colors exist, joined together, perhaps, in a little different combination, but still the red, white and blue which stand for liberty and progress the world over.

MAYOR PARNELL:—Mr. Mayor, acting Prime Minister, ladies and gentlemen: At this late hour I think it would be very unwise for me to attempt and address. I want, on behalf of the western delegates, to thank the city of Ottawa, the mayor and his associates, for the very cordial welcome and the splendid hospitality they have given us. I want to say that we appreciate the fact that on this twenty-first birthday of the Union of Canadian Municipalities we meet here in the capital for the purpose of celebrating that event? Has it occurred to you, as it has to me, that this is a noble event; that this meeting is something that will go down in history? We have with us gentlemen from the south of the line who have endeavored to impress us with the cordiality of feeling which exists, and of this splendid example of true brotherhood so much needed in these days of reconstruction—the critical period we are passing through. We have with us the latest child in the Empire—in the sisterhood of nations, namely, the gentleman from South Africa. Has it occurred to you that it is only a few short years since we were at war with that country? Has it occurred to you that that gentleman is here to-night to extend to us the most cordial and happy felicitations from that new sisterhood, and that he is here for the purpose of getting from us what we have and can give him.

Mr. Mayor, let me say that, as one who has not attended the Union of Canadian Municipalities for at least fifteen years, because I have not been in municipal life for a considerable time, having only entered the mayor's chair in Winnipeg this year, I have taken the first opportunity that I could get to pay my respects to the Union and the work that they have been accomplishing for the good of our

country. I agree with one of the speakers when he said that some are not here who should be here. That has been quite true of Winnipeg in the past. However, I have this to say—that I am a firm believer in the Union of Municipalities getting together as we have done this week and here to-night, and for the careful watching of legislation that may slip through if we hadn't that watch-dog on the job. I say to you that in my opinion—and I so expressed it one year ago in Winnipeg—that we cannot as the third largest city in the Dominion remain outside the pale of the Union of Municipalities. It is our duty to continue our membership in it and to do what we can to raise the standard of the organization.

Now then, there has been some talk of east and west. I deprecate that with all the strength and power I am possessed of. I say that in this country we must have a unity of the people from one end to the other; that one of the proudest boasts we should try to maintain is that there is no east and no west; that all are treated alike; that in building up municipalities the work and the ideals which appertain to one should relate to all; and that we should endeavour to make these municipalities models of civic government that would be watched the world over.

It was asked to-day what percentage of foreign population we have in Winnipeg. The mayor of Buffalo said that that helps to make the burden of carrying of municipal government so much harder. Now, I want to point out to the acting Premier, and I want him to take this to heart, that one of the things that we expect from this government is that they are going to place a closer watch upon the point of entry where these people come in so that we may keep our population as pure and as clean as possible. I am told that that is done; but within the short period I have occupied the chair, we have had to send three or four foreign families home at our own expense because they were not only public charges, but a positive menace to our people. I do not think the place to examine these people is on this side of the water, but rather on the other side. Winnipeg is the gateway to that western country and, to a large extent, the recipient of all these people, and you can naturally understand that we are deeply and vitally interested in that matter, hoping that we may escape the dangers and the troubles which some of her peoples have had owing to the laxity in selecting the people who should be allowed in and those who should be kept out. I want to say that we as a municipal body touch the hearts and the lives and the pockets of the people. We touch the home life of the people more than any other government we have in this country. That being the case, we should endeavour by every means in our power to bring about the best possible citizenship; to get our people interested in their own affairs to that extent that if they put poor men in power it is their own fault. They put them there, and they get just the kind of government which the men they elect choose to give them. I have watched the municipal life of this country as keenly as any other man, and I am glad that I am able to say that it is a rare thing to hear of anything being wrong with our municipal men. They may make mistakes—that is a matter of judgment; but they are as straight as a string, and that is one thing that we have reason to be proud of. I come from a city of which I have been mayor for only a few months. It has been spoken of as being well run. It is well run—no thanks to me, but thanks to the men who preceded me. To them I give all the credit. My work has been made that much easier thereby. I say to you that in Canada we have a country of which we may well feel proud. Like my friend the acting Prime Minister, I have visited Australia. I have carefully studied the conditions there. I want to say to you that while we have our difficulties, our disagreements, and our troubles, we have a country which I think is far better than Australia is or ever can be; and that if we take the care of it that we ought to and must if we are going to work out the future that God has destined for us, we will have one of the most happy, contented and prosperous peoples on the face of the earth, and that before long Canada will take her place along side the peoples to the south of us in our endeavour to bring about peace and harmony and goodwill for the balance of the world. And, our influence will be felt. Why? Because we have carried on in our country a system of administration which, if properly examined by the people outside of it, will find it helpful to them to guide their own destinies along right lines.

The acting Prime Minister said he had spoken in a serious strain. These are serious times. This is the period of reconstruction. All that has been torn and warped must be put together again and straightened. We must act with care and judgment. We must be careful that we make no mistakes. When he said that he spoke seriously, he did not mean to make any apology for that, because, sirs, there never was a time when that old truth could better be said than to-day:

"Life is real, life is earnest,
And the grave is not its goal;
Dust thou art to dust returneth,
Was not spoken of the soul."

(Toast to "the Ladies," proposed by Mayor Hardie of Lethbridge; replied to by Controller Ellis.)

U. C. M. CONVENTION (Continued).

MAYOR HARDIE:—Mr. Mayor, Sir George Foster, Mr. President and gentlemen: Thirty-five years ago as a young man with a young wife and a small family I journeyed to the West, and ever since my back yard has looked into the Rocky Mountains. When we journeyed there, women were not as plentiful as they are to-day. Indeed they were very scarce, and those who came took only a period of about six weeks to get married. That was an inducement, and naturally women journeyed west fairly rapidly, until now like all other settled communities we have an equal proportion of both sexes.

Why His Worship should have assumed that I had sufficient inspiration to propose this toast I am not able to determine; but I suppose that he thought that because I was possibly well versed in municipal affairs and have been a married man for a long time I should know something of the lady question. But, he is altogether wrong; because the older we grow the less we know about our women folks. That is not by any means saying that we do not appreciate them to the full extent. No man has a greater regard for the women-folks than I have; and like my native countryman, "I love the lassies; I love them all." But they are worth loving; they are worthy of respect. This world would not be very much without our women-folk; it would soon depart from the face of the earth.

Now, I am going to ask you to raise your glasses and drink to the fairest, the best and loveliest of all the world and especially of this Canada of ours—The Ladies.

CONTROLLER ELLIS:—Mr. Chairman, Sir George, our charming lady guests, and gentlemen: You can perhaps imagine my surprise this afternoon when I was informed that I, the most unsophisticated member of the Board of Control, was to reply to the toast to the ladies. I am quite at a loss to know if they had really wanted a bachelor, why they did not take Controller Champagne. You must not think I am a bachelor because I want to be. That is wholly the fault of you ladies. I have in mind a story of a poor old bachelor who one night having a tete-a-tete with a young debutante in a conservatory. The young lady said, "Do you know, I think you have been disappointed in love; some lady has refused you." "No," said our friend, "you are not quite right. Once I was very much in love with Miss Smith and one evening I summed up all my courage and calling to see her I said, 'You know, Miss Smith, I think we ought to get married,' and she said, 'I think you are right; but, good Lord, who will have us?'" I think that is my position. It is not that I have not realized the inestimable value of the ladies to one who indulges in politics. It was only a few years ago that I was a candidate for the public school board in Ottawa, and I was much annoyed at my opponent who claimed that I was entirely lacking in credentials: in fact, he said I was disqualified to be elected to the school board because I was not married and he was and had

three children. So, of course, I got up and publicly said that before the next election I would be fully qualified. When the next election came I happened to get in, but I must admit that I had a small majority. I thought it was because I did not have the wife, etc. The next election came and I ran for the city council. I was disqualified, practically speaking—but perhaps I had better tell you some of my experiences as a public school trustee. I was really quite shy and reserved at the time, and I had all sorts of duties to perform which were embarrassing to me. At one time I had to go and inspect a school. I decided as I approached the school to look just as important and dignified as I could. I went into one of the rooms where there were a lot of little girls, and I was trying to look as impressive as I could when, to my absolute horror, I heard one little girl say, "Why, it is only Arthur Ellis."

At another time I had to attend a Christmas event where they had a Christmas tree where a certain member of the school board always played the part of Santa Claus, and as I came along he came over and said, "Good gracious, here is another of the pupils." Now, perhaps I am forgetting myself, and perhaps I am forgetting the ladies too, and talking too much about myself. So, ladies, merry met, merry part; I hope we will see you all again.

DR. RONDEAU:—Mr. President, Mr. Mayor, Sir George Foster, ladies and gentlemen: I see by our programme that one of the most important toasts of the evening has been omitted, and I am sure it offers me very great pleasure at this time to propose this toast. It is the toast to Our Hosts. I am sure that words cannot express to Mayor Plant and the city council of Ottawa and its executive the gratitude we feel toward them for the treatment which we have received. I will leave it to you gentlemen to show how you feel by a clap of hands and a hip hurrah.

MAYOR PLANT:—Mr. President, ladies and gentlemen: I thought I had made all the speeches to-night, and if I did what was right, I would turn this toast over to my good wife, because she is a much better orator than I am. I do not intend to inflict a speech upon you. The city of Ottawa considers it an honour and a privilege to be able to entertain the delegates of this convention. Our members of council used every effort to make this occasion one of the most successful in the history of the Union. I can assure you ladies and gentlemen that the city of Ottawa is pleased at your appreciation expressed by Dr. Rondeau. It sinks down deep into our hearts. It is a great thing for us to know that our Convention has been a success, and if, at any time, the city of Ottawa can do anything for the Union of Canadian Municipalities we are at your service.

I want to thank you all for your kind interest and enthusiasm, because it is events of this kind that will make our Union of Municipalities a very great factor in the history of the Dominion. Let us close this gathering by joining in singing the national anthem.

Final Session

FRIDAY MORNING

RESOLUTION NO. 2

First item of business: report of the Committee on resolutions.

ALDERMAN DIXON:—Mr. Chairman, our secretary has all the resolutions before him, and the committee recommend that these reports that are now before the convention be adopted. There are some resolutions which came in a little late, and particularly one that we received from Dr. Rondeau, seconded by Alderman Simpson which has been left on the table for further consideration. The rest that have been sent in to our committee have been approved of and are now before the convention.

RESOLUTION NO. 1

"WHEREAS in certain Provinces of the Dominion it is required that the Municipal Assessor enter on the rolls the name of all persons of the full age of 21 years who are British subjects, resident in the Municipality and who are qualified to vote at elections to the Legislative Assembly, and the Clerk of each Municipality is required to prepare a voters' list each year to be used for Provincial Elections;

"AND WHEREAS the extra work thus added to the Assessment Department and the Clerk's Department constitutes an additional yearly expense to every Municipality;

"NOW THEREFORE be it resolved that the Union of Canadian Municipalities hereby expresses its disapproval of the foregoing procedure and recommends that the Ontario Municipal Association petition the Province of Ontario, to amend the Assessment Act so that this additional work be not added to the duties of the Assessors and Clerks of Municipalities unless the extra expense thereby incurred be paid by the Provincial Government." Adopted.

Moved by Mr. C. W. McCrea.

Seconded by Mr. S. Baker.

Moved by Mr. C. W. McCrea.

"WHEREAS the Assessment Act of the Province of Ontario provides that in Cities of over 100,000 population, all people earning over the amount of the Statutory exemption are obliged to furnish statements of their income for the current year to the Assessors or Assessment Commissioners,

"AND WHEREAS there is no such provision for cities of less than 100,000 population;

NOW "THEREFORE be it resolved that the Union of Canadian Municipalities suggest to the Ontario Municipal Association the advisability or requesting the Government of the Province of Ontario to amend the Assessment Act to apply the foregoing to all Cities in Ontario." Adopted.

MR. MCCREA:—At the present time we have a law of the statutes of the province of Ontario concerning Income Tax in municipalities, but the onus is placed on the assessment commission or the assessor as the case may be. If it is a good thing for cities over one hundred thousand, why is it not a good thing for cities under one hundred thousand. At the present time only three cities are affected: Toronto, Hamilton and Ottawa. We have a number of other cities, not so large, but very important.

THE PRESIDENT:—Just explain what it is you recommend?

MR. MCCREA:—We recommend that the change be made to apply to all cities instead of cities of a hundred thousand and over; that income tax payers make returns to the assessment commission of each town.

MAYOR PARNELL:—That the onus be upon the individual.

MR. MCCREA:—Yes.

MAYOR PARNELL:—I am firmly convinced that the idea

U. C. M. CONVENTION (Continued).

that prevails in Ontario is that many men would escape paying income tax by residing in smaller places when the onus is not upon them. In this case I think what is good for one is good for all.

MR. McCREA:—This has reference to the municipalities as well. It applies to the province of Ontario as far as I know.

On motion of Mr. C. W. McCrea the foregoing resolution was unanimously adopted.

RESOLUTION NO. 3

"WHEREAS complaint has been made to the Union of Canadian Municipalities that the Assessment Act of the province of Ontario provides that Income Tax Payers who are receiving a definite, weekly, monthly or yearly salary are assessable for such income for the present or current year, while others who are working by the hour, day or on piece work or whose wages or salary cannot be estimated for the current year are assessed on the basis of their total earnings for the past year, and whereas it would be more satisfactory if all were assessed on the basis of the past year's earnings;

"NOW THEREFORE BE IT RESOLVED that the Union of Canadian Municipalities hereby recommend to the Ontario Municipal Association to request the Government of the Province of Ontario to amend the Assessment Act so as to provide for the assessment of all persons on the basis of their past year's earnings, notwithstanding where such Income had been earned, provided, however, that in a case or cases of persons not having been employed during the past year the Assessor may take the average earnings for the first three months of the current year as a basis for computing such salary or income."

Adopted, four delegates dissenting.

MR. McCREA:—At the present time the laws of the province of Ontario provide that where the assessor can compute the salary of men who are on a steady salary it is assessed on the current year; others are assessed on the past year's earnings. The idea is to make the law uniform. It would be more satisfactory to assess on the past year's earnings in view of the fact that no resolution provides for an early collection of income tax.

ALDERMAN SIMPSON:—Do I understand that if a man does not earn anything you are going to make the taxation on the year following? I do not see how you can collect income tax if a man does not earn anything. I think it is rather foolish to say that the man who has not worked any last year and has worked steadily for three months this year, that you are going to make his assessment for the year previous.

MR. McCREA:—It is true, but the man may have earned money in the United States. How are you going to do if he comes from the United States? He comes in scot free.

ALDERMAN SIMPSON:—He may have had to pay income tax in the United States.

MR. McCREA:—He may have come from a place where there is no income tax. At the present time there is an income tax in the province of Ontario.

ALDERMAN SIMPSON:—I understand the idea is to tax a man in the community in which he earns his money.

MR. McCREA:—It represents earnings no matter where you are drawing it, whether from mortgages, bonds or stocks.

ALDERMAN SIMPSON:—If you are going to draw from that source, that is an additional income. Here is a worker who is earning two thousand dollars—

MR. McCREA:—He is exempt on two thousand dollars so he would not be assessable at all.

ALDERMAN KYLE:—I quite agree with the gentleman's remarks. I feel that it would be all right for the man who earns his money in some other place. There might be ninety per cent of the men who do not earn anything for those three months; then you assess him on the average earnings for the following year, and the next year you are going to assess him on the same amount you have already assessed him.

MAYOR BAKER:—The idea is that the assessable are to be assessed. To arrive at that you have to have some basis for assessment. In the case of officials where wages and salaries are known, they take his salary for this year. But, here is a man we have no record of and the assessor will have all kinds of make-shifts as to how he is going to determine that assessment. As I understand, Mr. McCrea's motion is that the Act should be amended so that in all cases where salary or wages for the preceding year are known that shall be the basis of the assessment that year; but in case there is no information of that kind then the assessor shall use the salary for three months and take that as the basis. It will not mean two payments on that salary. In the larger cities, of course, the taxes are levied the next year.

ALDERMAN DIXON:—I understand that any man who has

not a revenue of two thousand dollars a year is not assessable, so that I think the labourer is fairly well exempt. Besides that there is a two hundred dollar exemption for every one of his children. The labourer is fairly well exempted inasmuch as he would have to be quite a labourer to have an income of two thousand dollars a year and two hundred dollars for each of his children.

ALDERMAN SIMPSON:—That may be all right in the actual working of it to-day. It has been mentioned that a man may go to the United States and may be in the particular city he is working there is an income tax. He has to pay the income tax in the community in which he has earned the money, and he comes to his home community and you are going to charge him again.

ALDERMAN BOLGER:—If they do not have some basis to work on how are you going to arrive at any taxation? As I understand it the thing is all right. The assessor must have something to work on or he could not assess at all. Resolution No. 3 was adopted, four delegates dissenting.

RESOLUTION NO. 4

"WHEREAS certain Ontario member Municipalities consider it expedient to amend the existing laws regarding the assessment and collection of Income Taxes in that Province,

"NOW THEREFORE BE IT RESOLVED that the Union of Canadian Municipalities hereby recommend to the Ontario Municipal Association the advisability of a petition to their Government to enact Legislation at the coming session of the Legislature to empower Municipal Councils of Municipalities to pass By-Laws to provide for the early collection of Income Tax by the issue of a joint assessment and tax notice for this purpose, same to be prepared as soon after the first day of the year as possible, said notice to include a statement of the amount of Income Tax due based on the tax rate for the preceeding year with the privilege to the Income Tax. Payer to appeal therefrom within fifteen days from the date of the posting of the said notice, payment of said Income Tax to be made within thirty days from the posting of the said notice or within fifteen days from the final decision of the Court of Revision of appeals from said Assessments." Adopted.

MR. C. W. McCREA:—At the present time the assessments are made and completed about October 1st and the taxes are collected the following year. Probably the first payment is around the first of May. This means to collect the taxes as early as possible so that the cities may not lose the income tax on men who have received salaries are, have probably left the town.

CITY ATTORNEY PROCTOR, Ottawa:—Speaking for this city, I do not quite see the idea because if it is a matter which is purely provincial, perhaps the Ontario body would be permitted to do what it liked. In this city we collect our business and income tax with our first installment. We collect our tax in two installments—one at the beginning of July and the other before the 15th of November, and we make the total payable on the first installment. The existing law permits us to do that. You certainly cannot collect your income tax until the amount of it is known, and that is not until the budget has been prepared and the estimates brought down which is sometimes March or April. On the other hand, there may be an injustice done to the parties who pay the tax, because they may be out of business by the time the tax comes around.

THE PRESIDENT:—This resolution is guarded in two ways. In the first place, it is a recommendation to the provincial Union of Ontario, and the second place, it asks only that the municipalities be given power to pass by-laws which means, of course, that they would pass the by-laws if they thought it was not necessary and advisable.

MR. PROCTOR:—They have such power now.

MR. McCREA:—There is no such law on the statutes at the present time giving the councils power to collect taxes at an earlier date. Ottawa, I might say, is in a different position from other cities. It has the Civil Service. But, if they were collecting income tax in a city such as ours they would want such a law as we have here.

MAYOR BAKER:—Mr. President, this is a proposed amendment that would be of advantage to some of the smaller towns and cities, although I doubt whether it is possible in the larger cities. In the larger cities of Ontario the assessment is made one year and adopted the next year as the basis for taxation. As the gentleman from Ottawa has said, you are going to determine whether your income tax rate shall be that of the preceding year. That is a very difficult matter. The motion has come up before the Ontario Municipal Commission and on two occasions an attempt was made to put it through and failed, because it was impractical considering our present arrangement. However, the smaller cities could do it and, personally, I will support it, not because I think London can adopt it—it is impossible; but some of the smaller cities may be able to do it.

U. C. M. CONVENTION (Continued).

RESOLUTION No. 5

Moved by Ald. Dixon,

Seconded by Mayor Parnell:—

"WHEREAS representations have been made to the Union of Canadian Municipalities that an apparently organized campaign of propaganda is now under way with the obvious purpose of resisting public objection to foreign immigration and alleging that the restrictions upon immigration by the United States of America provide a golden opportunity for Canada to increase its population;

"AND WHEREAS the reasons which impelled the United States to impose almost prohibitive restrictions upon intending immigrants to that country apply with equal if not added force to conditions in Canada;

"AND WHEREAS it is not seemly that Canada should receive as future citizens persons of foreign birth, who are considered undesirable by a neighboring country, especially in view of the unfavorable experience of our larger cities with the disproportionate foreign population which they already have;

"BE IT RESOLVED that the Union of Canadian Municipalities regards with serious apprehension the efforts of transportation interests to encourage the immigration into Canada of persons of alien birth more particularly in view of the unemployment problems now confronting this country, and directs that a petition be addressed to the Federal Government asking that the Immigration Act be amended to prohibit further immigration of aliens for urban occupations and to ensure that such aliens as may be admitted to Canada shall be bona fide settlers on the land and capable of successfully establishing themselves in that capacity, and that the official, medical and other examination of intending immigrants be made at the port of embarkation, instead of the Canadian port of entry as at present." Adopted.

RESOLUTION No. 5

ALDERMAN DIXON:—In a [large city like ours, immigration is an every-day occurrence and we find that many people come off the ships and are a burden upon our city until such time as the immigration officers take them off our hands, or until such time as they have been deported. I maintain that a government that wants to keep a country or a city in a sanitary condition should not allow immigrants of that class to land on our shores. This matter should be taken care of on the other side. I may tell you gentlemen that our hospitals and our asylums are filled with that class of people. At the port of embarkation there should be medical men of high standing to see that the people who are coming to live in this country are sound in mind and body. No city should be called upon to keep these people for months and months to see if they recover.

MAYOR PARNELL:—This is a matter that deals with the country as a nation; therefore, we are deeply interested. I agree with the last speaker in every way. I think the government should assume all responsibility in respect of bona fide examination. 2. There should be no dual responsibility as exists at the present time between the government and the steamship companies.

To my mind it is a crime to allow a man with a family to come over here and break up his home and when he lands find himself in all kinds of difficulties. I contend that this is largely brought about by the anxiety of steamship companies and railroads to get transportation fee, rather than any desire to give to this country the class of people that is desired.

Now, the resolution is before you. I am in favour of general approval of that clause, and I would suggest that it be referred to the incoming executive with a view to making every effort to have it brought before our authorities in the most impressive way and to try to bring them to a realization of the fact that if this country is and physical degenerates of Europe to come over here to be a burden and expense to this country. The United States, I believe, is suffering more or less from this very thing. With the conditions that are now created in Europe I think it is only natural to conclude that we will have a large influx of immigrants. We want the right type of immigrant. Winnipeg has suffered. Alderman Simpson, the chairman of our Social Welfare Committee, knows hereof I speak when I say to you that we have, during my short term of office, on three or four occasions had to deport whole families at our own expense, because we could not get any definite action on the part of the immigration authorities. This is not as it should be. It is not as we want it. But, I believe the suggestion will prove to be most efficient and the best way of handling the situation.

RESOLUTION No. 6

"WHEREAS the Temiskaming and Northern Ontario Railway Commission is the owner of very valuable land and buildings in the Municipalities of Cobalt, North Bay, Haileybury, Latchford, New Liskeard and the Township of Coleman, used for the operation of it's Railway;

"AND WHEREAS the Temiskaming and Northern Ontario Railway Commission is also the owner of lands and buildings in these Municipalities used for the residence of it's employees, and is further the owner of valuable blocks of vacant land which is being held for sale;

"WHEREAS some of this land is sub-divided into lots which up to the present time have remained vacant adjoining which the Municipalities have been at a great cost to extend water-works, sewers, etc., and to build road-ways in order to reach and serve properties which have been built upon;

"AND WHEREAS the aforesaid property is vested in the Crown and is therefore not subject to taxation in the same manner as is the property of privately owned Railways in the Province of Ontario;

"AND WHEREAS these Municipalities are obliged, as a consequence of the Government ownership of the aforesaid property, to furnish to the Temiskaming and Northern Ontario Railway Commission, fire protection, police protection, street lighting and all other municipal accommodation free of charge;

"AND WHEREAS the School Boards of the said Municipalities are required to educate the children of employees of the Temiskaming and Northern Ontario Railway, who occupy Railway property free of charge;

"AND WHEREAS the cost of such accommodation must according to the existing laws be borne by the other rate payers of these municipalities;

"AND WHEREAS the existing laws provide for the taxation by Municipalities of Steam Railways and property owned by Steam Railways Companies other than Government owned railways, thus causing a big disadvantage to young Municipalities of the North Country, where money is more urgently needed than in older districts;

"THEREFORE the Union of Canadian Municipalities requests the Executive to urge upon the proper authority the necessity for amending the existing laws so that the same shall provide for Municipal Taxation of the property of the Temiskaming and Northern Ontario Railway in the Municipalities affected. Adopted.

The foregoing resolution No. 6 was unanimously adopted.

RESOLUTION No. 7

"WHEREAS representations have been made to this Union indicating undesirable and onerous conditions which have arisen in many cities resulting from the sub-division of land into building lots without the consent or approval of the Municipality and subsequent demands for drains, water, light and other services for which no provision had been made by the proprietor making the sub-division, thereby creating eventual heavy and unnecessary expense and great inconvenience to the Municipality concerned;

"BE IT RESOLVED that Provincial Legislatures be requested to consider the conditions herein above referred to with the view to legislation which will make it obligatory for an owner opening a new sub-division in an urban municipality to first procure the consent of the civic authorities after satisfactory assurances have been given the necessity for such sub-division and the practicability of providing and paying for the necessary services." Adopted.

ALDERMAN DIXON:—In a large city such as I represent with its urban surroundings many of our poor laboring class have gone out to these places and have bought from land speculators with a view to putting up homes for themselves. When they get their land partly paid for and come to put up a house they find there are no sewers, no water, no light, no streets and no sidewalk. The speculators claim the right of way of the street and, later on, when the city comes to take over the street, they have to pay the expropriation fee to the land speculators. I think that no land in any centre should be allowed to be subdivided until such time as a plan was put before the city. I think the men who have such land should be compelled by the government to improve it by putting in water, sewers, sidewalks and streets and give the people who wish to build a home the rights of citizenship without all that burden upon it.

ALDERMAN SARGENT:—Does this apply to the province of Quebec or to Canada generally?

ALDERMAN DIXON:—If you have not got an instance in your particular province of what I complain of, you do not need it.

ALDERMAN SARGENT:—I would be happy to second the motion; but I would be glad to have it apply to any province.

ALDERMAN SIMPSON:—Gentlemen, I might state that we have had the same experience in the west, and we applied to the legislature for power to decide that no subdivision would be opened unless the streets and lanes would be given over to the city. From that time on, we have had no trouble with land speculators in the opening of streets and lanes. To-day, Winnipeg is suffering. There

U. C. M. CONVENTION (Continued).

is hardly a council meeting but we have to open up some land or pay for putting some street through.

ALDERMAN COLLIER:—I would like to say that in the city of Quebec we have a plan that probably would meet with the approval of Alderman Dixon. Where subdivisions were made and new streets opened and a demand for water and drainage is made, the city of Quebec refused to install water or drainage unless the property holders on that street will guarantee six per cent of the investment. Now, in some cases that is a considerable amount, but that could be reduced from year to year as the number of houses on the street increases. We have that right from the legislature, and I think that would protect cities to a certain degree.

RESOLUTION No. 8

"THAT WHEREAS this Convention is informed that the Dominion Government some years ago erected a system of dams at the foot of Lake Temiskaming for the purpose of carrying out a scheme for conserving or regulating the waters of the Upper Ottawa River;

"AND WHEREAS the erection of said dams, and the carrying out of the purpose for which they were constructed, had the effect of flooding a portion of the land within the Corporation of New Liskeard;

"AND WHEREAS the Government subsequently purchased said flooded land from the owners thereof, thereby exempting it from all future Municipal taxation;

"AND WHEREAS prior to the purchase of said land by the Government, debentures had been issued by the Municipality covering this land, as well as all other land within the Corporation, for \$217,728.01;

"AND WHEREAS in addition to the total loss of assessment sustained on account of the land having been purchased by the Government, the Municipality suffers a further loss resulting from depreciation of land values to the extent of at least 25% between Contour elevation 592 and 595, which land was not purchased, but on which damage claims were paid to the owners of the land by the Government on account of the raising of the water level;

"AND WHEREAS there is a further loss in respect to assessment of lands wholly exempt, in that the general rate exclusive of the debenture rate is affected yearly, based on the proportion which the average mill rate bears to the total average yearly expenditure;

"AND WHEREAS there is a still further loss on account of local improvement taxes due to the fact that the Government purchased certain lands against which a frontage tax was charged to the original owners, amounting in all to \$1,923.88, which has now to be taken care of by the other citizens of the Municipality;

"AND WHEREAS all this loss of assessment has resulted from the erection of said storage dam, which public work was carried out for the benefit of the country at large, without any special benefit being obtained by New Liskeard;

"BE IT THEREFORE RESOLVED that this apparent injustice be brought to the attention of the authorities with a view to the amelioration of these conditions in favor of the Corporation of New Liskeard." Adopted.

RESOLUTION No. 9

Moved by Ald. Sargent,

Seconded by Mayor Parnell.

"WHEREAS conditions produced last winter in Canada much unemployment, resulting in distress and want in the larger centres where idle men invariably resort;

"AND WHEREAS the Federal and Provincial Governments of Canada rightly acknowledged their responsibility in the circumstances and came to the assistance of the unfortunate by contributions of money to purchase the necessaries of life;

"BE IT RESOLVED that this Convention, in acknowledging the virtue of the procedure of the Governments, are confirmed in their opinion that if any such necessity should recur, it will be infinitely better wherever practical for the Governments to either contribute toward some intelligent plan of necessary municipal construction work, or otherwise inaugurate systems of public works of their own, whereby men will have the opportunity of preserving their self-respect as citizens by earning the essential requirements of life for their families and themselves, instead of accepting charity;

"RESOLVED FURTHER that copies of this resolution be forwarded to the Premiers and Ministers of Labor and Public Work for the Dominion and each of the Provinces." Adopted.

ALDERMAN SARGENT:—It seems to me that any member who has had any experience with these matters in the last two years will be in hearty accord with the spirit of the resolution. On the Pacific Coast in the province of British Columbia, at the war seventeen thousand returned soldiers more than had enlisted were demobilized because of the agreeable climate and their disabled condition. When that unfortunate unemployment condition came about, we were up against a very serious state of affairs, and the relief which the Dominion Government gave was, as you all know, in the form of cash doles to enable these men to purchase the necessaries of life, and the provincial government gave a similar amount toward that same object. The men complained that they did not want to be objects of charity; that they were true citizens of Canada—that they had shown it in their willingness to go to the front and hazard their lives for the country; and that they thought they should be given an opportunity to work to provide for themselves and their families. We appealed to the government to adopt some measures of construction of public works or city works. They told us that it was a rule which they had laid down, and they would not make any alterations with respect to one province. It seems to me that a resolution passed by representative men such as are here should tend to prevent the re-occurrence of the situation we had last year.

MAYOR PARNELL:—I think that we have here one of the most vital problems that could possibly be brought before this convention. I agree with the speaker who has preceded me that the idea of giving out doles to a person who is out of work is one that does not commend itself to us. We in Winnipeg passed through a very critical period during the recent winter, and at times we brought the matter before the provincial government and the Dominion Government with a view of inducing them not to pay money without getting something for it; that public works of some character should be adopted to let these men earn their living, which they would prefer to do. We spent with the aid of the provincial government and Dominion Government last year something like \$190,000. We organized a committee, headed by myself, early in the year, and with the help of sub-committees we dealt with the whole situation. One of these sub-committees was taken in charge by Alderman Simpson. We found that we had a large number of returned soldiers who were inefficient and who had great difficulty in getting work, if they were able to at all. In many cases they were unable to earn their own living. I pointed out to Mr. Meighen and his government that these men were the special charge of the Dominion Government, and that they should take care of these men and see that they did not want. To say the least, they had served the country, and I do not think there is a citizen in this country who wants to see any man who is in that position left as a pauper upon any community.

That committee decided to get all the statistics possible in relation to the men they had to deal with, the nature of their disability—I am not now referring to returned soldiers, but to the ordinary individual—and had them tabulated and then got out a report. I gave the last copy I had with me to the Minister of Labor yesterday. Then, out of that report grew another sub-committee, which made recommendations on the question of unemployment—the term "unemployment" being somewhat vaguely used. Unemployment, as used in connection with this report, should be taken to apply to the condition of those workless people in the community who, though fit to work, are through no fault of their own unable to get work, irrespective of the rate of pay offered. We divided them into the following classes: those incapacitated because of service; those unwilling to work because of the rate of wage offered; and those constitutionally lazy or thriftless.

We say the returned soldier is a charge on the state. We say that the man who can get work and won't take it—that is up to him. To the man who is thriftless and lazy we say, "Get out and work or you will suffer the consequences."

Let me say to you that during this reconstruction period, with the coming winter facing us, there should not be a moment's delay in this particular matter; and this convention should go on record in the strongest possible way to bring about conditions which will at least mitigate the evil and bring about results of a character which will be permanent in their nature.

RESOLUTION No. 10

Moved by Ald. Sargent:—

"RESOLVED, that early linking-up of the Canadian Highway from the extreme Eastern community of Nova Scotia to Cape Scott, Vancouver Island, be urged upon the Federal and Provincial Governments;

"AND THAT all contractors and workmen employed be British subjects;

"AND THAT a copy of this Resolution be forwarded to the Minister of Public Works, at Ottawa; to the Federal Commissioner of Highways, and to each of the Provincial Ministers of Public Works, with the intimation that not only is this national undertaking desirable and economically sound, but that it would provide much relief to the unemployed." Adopted.

U. C. M. CONVENTION (Continued).

ALDERMAN SARGENT:—You all know that this is an undertaking which has been approved and adopted by both the Dominion Government and the governments of the provinces, and has been held in abeyance as far as the western end of the Dominion has been concerned. We think that at this time, when unemployment is a hazardous feature, it would be an admirable time for the governments to get together and link up this trans-Canada highway which is so important in the west, because of the Rocky Mountain link. You all know of the importance of the motor car and the effect it has on the lives of citizens of Canada. Many people at the coast want to come east and vice versa. To-day, we have to go across the international boundary. If this is taken up along the line of relief of unemployment a great deal of this work can be done in the winter time, particularly on Vancouver Island and the coast of British Columbia. The climate on Vancouver Island is such that this work can be done in the winter time. I think it would be making headway and preparing for what may be a repetition of the unemployment problem of last winter. Adopted.

RESOLUTION No. 11

Moved by Mayor Thurber,
Seconded by Mayor Garceau.

"WHEREAS Municipal Government rests on the active co-operation of the electorate;

"WHEREAS the indifference and apathy of the electorate have a most pernicious influence on the efficiency and morality of a representative government;

"WHEREAS a too great number of electors do not realize the importance of the ballot and that any measure that would demonstrate such importance would tend to improve representative government;

"WHEREAS a law forcing the residing elector, under penalty, to register at the polls on any election day, with a special half holiday declared for the purpose, would impress on the public the necessity of surveying public affairs in order to cast a judicious vote;

"WHEREAS such a law would not in any way be an attempt against the liberty of citizens, but would ask the fulfilment of a public duty;

"WHEREAS the elector defaulting to fulfil this duty would be brought to realize the importance of the ballot, by being deprived of this franchise for a certain period of years;

"THEREFORE this Convention prays the Provincial Governments to enact a law that will render registration at the polls compulsory for every residing elector under penalty of being disfranchised for three years; the defaulter being allowed to petition the Court in the following three months to be reinscribed on municipal lists if he can show good cause for his abstention." Adopted.

RESOLUTION No. 12

Moved by Ald. Sargent,
Seconded by Mr. W. D. Lighthall.

"RESOLVED that the practical working out of Municipal problems demands that the Governments of Canada, both Federal and Provincial, should in their systems of taxation recognize the principle that all revenues of a purely local character, originating within the limits of the municipality, should be for the exclusive use of the Municipality in furnishing the requirements necessary for the life of the community.

"RESOLVED, FURTHER, that the executive of this Union of Canadian Municipalities press this principle with the various Governments of our country with a view to having Canadian city revenues adjusted to this basis." Adopted.

RESOLUTION No. 13

Moved by Ald. Sargent.

"WHEREAS income taxes are being collected by both Dominion and certain provincial governments, as well as by many municipalities in the Dominion, resulting in great unnecessary expense and considerable annoyance to many citizens and taxpayers of the country;

"AND WHEREAS all municipalities throughout the Dominion are completely organized and equipped with machinery necessary for the collection of municipal taxes;

"AND WHEREAS it is the opinion of this Convention that the question of duplication of tax collection is one that should be the subject of earnest deliberation by the Union of Canadian Municipalities;

"THEREFORE BE IT RESOLVED that the duplication of tax collection throughout the Dominion be one of the subjects for

discussion at the next annual convention of the Union to be held in 1922, and that the Secretary give the matter due publicity." Adopted.

RESOLUTION No. 14

Moved by C. W. McCrea,
Seconded by Mayor Hardie.

"WHEREAS our twenty-first Annual Convention is now drawing to a successful conclusion,

"BE IT RESOLVED that the sincere thanks of the President and delegates be tendered to Mayor Plant and the City Council of Ottawa for the unbounded hospitality and kindly assistance which has contributed so much to the pleasure and profit derived from our deliberations during the Convention. The arrangements made were perfect and we feel convinced that the success of the meeting is, in a large measure, due to this fact. The opportunities afforded to the delegates of seeing the Capital City of Canada have filled us with admiration of its many attractions and its wise and progressive civic government, and we extend cordial good wishes for its further prosperity and advancement." Adopted.

MAYOR HARDIE:—Mr. President, we have already paid our respects to Mayor Plant. I think he has a great deal to be proud of, and so has the city of Ottawa, in making way for young men to take part in the official life of the municipality. I think there is nothing more promising than that young men should step in and take the reins of power, because when they grow up they will have an experience that will enable them to do a great deal more for the community than those who start later in life. I think that Mayor Plant and his council have contributed more to the success of this Convention than any other factor, and we want to show our extreme appreciation for what they have done for the success of this convention.

THE PRESIDENT:—I have very much pleasure in tendering the thanks of this convention as voiced by the resolution. We can only add that it is all heartfelt, and we would ask that our sentiments be conveyed to the City Council with our best wishes.

ALDERMAN SNOWDON (Ottawa):—The City Council have enjoyed very much having the Convention here, and we hope we shall have it here again in the not too distant future. We will try to see that you are entertained even better than you have been on this occasion.

The foregoing resolution No. 14 was thereupon unanimously adopted.

RESOLUTION No. 15

Moved by C. W. McCrea,
Seconded by Mr. J. N. Bayne.

"THAT the Convention hereby express its thanks and appreciation to the assistance rendered by the Ottawa Press in its remarkably correct and interesting accounts of this Convention, and that a copy of this resolution be forwarded to each of the city newspapers." Unanimously adopted.

THE PRESIDENT:—This is not merely a matter of form, gentlemen, and I wish to express to the lady and gentlemen of the press our gratitude not only with reference to this Convention, but with regard to the Union generally. I would like to ask them to take this resolution with the great sincerity it is offered, and to remember our faith in the press and how much we have to depend upon it. We have to look to it for the publicity we need and which we must have, if we are going to become the national agency we want to be. We have not had the support of the press that we should have had, but I believe if the press understands our work, they will work in harmony with us.

MR. CHARLES ASKWITH:—I wish to thank you for your very cordial remarks, Mr. President, and to hope that we will be able to do anything we can to aid the purposes of the association.

RESOLUTION No. 16

Moved by Mr. S. Baker,
Seconded by Ald. Snowdon.

"The Union of Canadian Municipalities, in 21st Annual Convention assembled, desires to express its thanks to the Bell Telephone Company of Canada, through its local manager, Mr. J. A. Gorrie, for the special arrangements made for the convenience of the delegates by the installation of local and long distance telephones adjacent to the Convention hall." Adopted.

RESOLUTION No. 17

"RESOLVED that the Union of Canadian Municipalities hereby expresses its deep appreciation of the splendid services in municipal affairs of the late City Manager Moore of Guelph, President of the Ontario Municipal Association and a delegate to this Union at its Quebec Convention. That we sincerely sympathize with his sorrowing relatives in their sudden bereavement by death under such sad circumstances, and that the Secretary be instructed to forward to his widow a suitable letter of condolence." Unanimously adopted.

U. C. M. CONVENTION (Continued).

Ex-Mayor Fisher submitted the Report of Committee on the Constitution, reading as follows:

"This Committee reports that it approves of the Constitution as drafted and printed, and recommends its adoption."

The Committee is of the opinion that the question of fees should be very carefully considered. This is a matter rather of policy than constitution. The Committee suggests that this question be taken up by the incoming Executive.

The foregoing Report was unanimously adopted with the further provision,

"That the Constitution be amended by repealing all existing provisions and substituting therefor the Constitution as printed and submitted to the Convention."

The Convention, after consideration of the Report of the Committee on Nominations, elected the following officers:

THE NEW OFFICERS

President, Ald. Dr. C. W. H. Rondeau, Westmount; First Vice-President, Edward Parnell, Mayor, Winnipeg; Second Vice-President, Ald. W. J. Sargent, Victoria, B.C.; Third Vice-President, S. E. Charlton, Mayor, Galt, Ont.

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Secretary-Treasurer, A. D. Shibley, Montreal.

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QUEBEC

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ALBERTA

F. W. Freeman, Commissioner, Lethbridge; D. M. Duggan, Mayor, Edmonton; S. H. Adams, K.C., Mayor, Calgary; Walter Huckvale, Mayor, Medicine Hat.

MANITOBA

Truesdale, Mayor, Brandon; J. H. Metcalfe, Mayor, Portage la Prairie; H. M. Sutherland, Mayor, St. Boniface.

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Hugh Lindsay, Town Clerk, Melville; S. MacLeod, Mayor, Prince Albert; J. Grassick, Mayor, Regina; A. McG. Young, Mayor, Saskatoon.

PRINCE EDWARD ISLAND

D. J. Riley, Mayor, Charlottetown; J. A. Campbell, Mayor, Summerside; J. A. Macdonald, Mayor, Georgetown.

ALDERMAN DIXON:—I understand that our secretary has an invitation to hold a convention in Winnipeg next year and also an invitation from Victoria. Our committee, without committing itself to anything, recommend that the Convention be held in the city of Winnipeg next year.

ALDERMAN SARGENT:—I have a very hearty invitation from the city of Victoria to have the Convention held there next year. The council are looking forward to this Convention being held there and are getting a programme ready. So far as my friends are concerned, I realize that it is hardly fair for Victoria to have the Convention there again, but the people were very insistent before I left that I should give the invitation.

MAYOR PARNELL:—Mr. Fred Cook has called to my attention the fact that a few years ago Winnipeg tried to get a convention. I tried to get it there this year, but I was too late. However, we want the Convention to be held in the most suitable place. Winnipeg is very centrally located for the Dominion as a whole, and will receive you with open arms.

MAYOR THURBER:—Mr. President, before you leave the chair, I wish to express to you the appreciation of the members of this organization. The Union of Canadian Municipalities owes to you a great deal. We all knew of the wide experience that you have had in municipal affairs; that you, being president, would bring sunshine on our organization. We have not made a mistake. I express, Mr. President, the warm sentiments of all the members of this Union all over this great Dominion. We want to make this Union one of the biggest in this country. As the acting Prime Minister, Sir George Foster, said yesterday we are the most influential organization in the Dominion; and we certainly want to express to you our hearty appreciation of your services during the period that you have been president.

THE PRESIDENT:—Gentlemen, I can only say that I appreciate very much the words of my friend, Mayor Thurber, representing the sentiments of the Convention. I can only add that it is something that I shall always look upon as one of the most pleasant periods of my life; and if there is any real benefit resulting therefrom to the Union that will add more pleasure to the pleasant recollection I shall have. I have done the best I could under the great difficulty of being a long distance from the secretary and the fact that we were simply feeling our way. Mr. Lighthall had been secretary so long, and the duties were new to Mr. Shibley. But we had the feeling that we had the support of gentlemen so much interested in the work; that they were looking to us to do the best we could; and I know it is a pleasure to Mr. Shibley as it is to myself to feel that we have to some extent at least realized our hopes. I have benefited myself. If I have been of any service to the Union it has also been a real service to me in practical experience from a business standpoint and has enriched my life with the new friendships I have formed. I look forward to being of whatever assistance I can to the new officers for next year and the years following as long as I may be spared. I also look forward particularly to the renewal of friendships I have formed and the associations which were not only pleasant and gratifying in themselves, but also because we realized that in connection with them we are endeavouring, to some extent at least, to perform the real duties of our existence in the way of being proper citizens of this country. I can only thank you again, gentlemen.

DR. RONDEAU:—I also thank the members of the Union. I certainly feel it a great honor and responsibility which has been placed upon my shoulders. I will do my utmost to carry out my duties to the best of my ability. I deem it an honor to me personally; I deem it an honor to the city I represent; I deem it an honor to the province I represent; and I deem it an honor to the race I represent. I feel most grateful to you to think that you have elected a French-Canadian at the head of a society which is mostly composed of people of Anglo-Saxon birth. It has proven that the Union of Canadian Municipalities does not stand for politics or creed or for anything that will interfere with the progress of the country. I thank you once again, gentlemen, and I will not impose upon you any further speech.

The business of the Convention being concluded, the Convention then adjourned.

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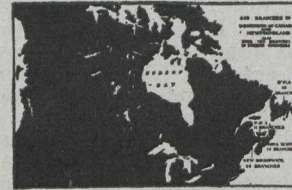
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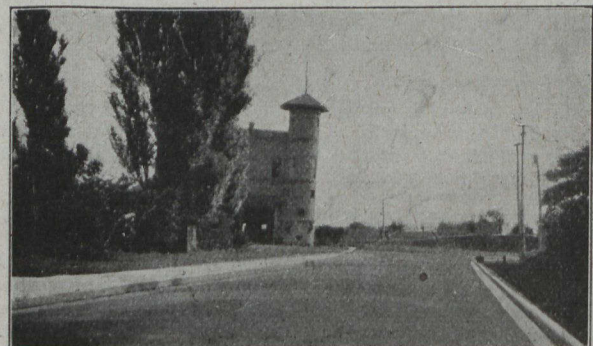
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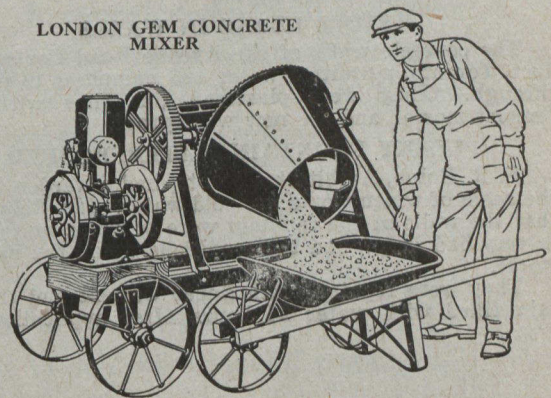
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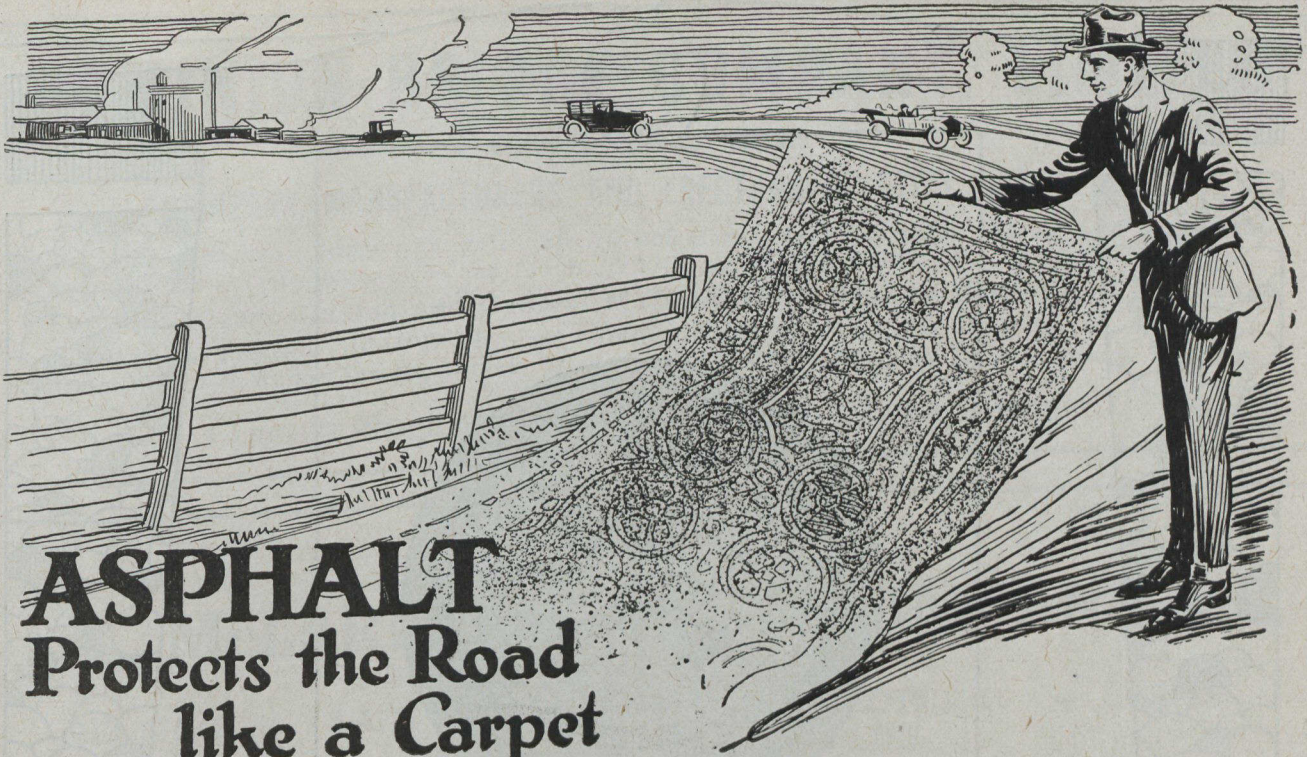
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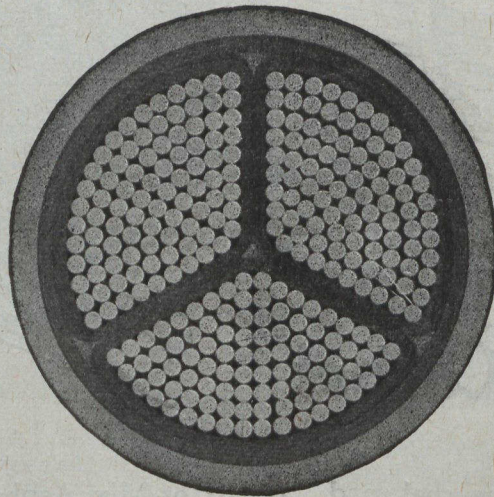
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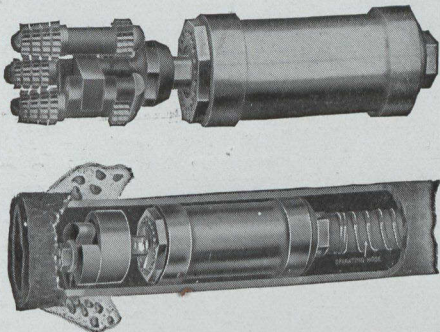
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