

PAGES

MISSING

The Expenditure of \$610,000,000

**How the last
Victory Loan
was spent**

**For
Demobilization**

**For Trade
Extension**

BEFORE buying Victory Bonds again you may want to know how Canada used the money you loaned her last year.

Canada borrowed the money to carry on the war and to provide credits for Great Britain and our Allies.

CONSIDERABLY more than one-half of the Victory Loan 1918 was spent on our soldiers. This included \$312,900,000, for paying them, feeding them, bringing them home, separation allowances to their dependents, maintenance of medical services and vocational training schools.

\$59,000,000 of the Victory Loan 1918 was paid on account of authorized Soldiers' gratuities.

\$9,000,000 was spent at Halifax for relief and reconstruction after the disaster.

* * * * *

Other disbursements were not, strictly speaking, expenditures, but National Re-investments.

To Great Britain for example:

\$173,500,000 was loaned for the purchase of our wheat and cereals.

\$30,000,000 for other Foodstuffs.

\$2,900,000 for Canadian built ships.

\$5,500,000 to pay other British obligations in Canada.

\$9,000,000 for our fish.

Making in all, \$220,900,000 advanced to Great Britain.

To our Allies, we loaned \$8,200,000 for the purchase of Canadian foodstuffs, raw material and manufactured products.

The Re-investments will be paid back to Canada in due time, with interest.

These credits were absolutely necessary to secure the orders for Canada because cash purchases were impossible.

They have had the effect of tremendously helping agricultural and industrial workers to tide over the depression that would have followed the Armistice, had we not made these credit loans.

As far as money is concerned, 1919 has been, and is still—just as much a war year as 1918. Our main expenditures for war cannot be completed until well on into 1920. Thus another Victory Loan is necessary—*Get ready to buy.*

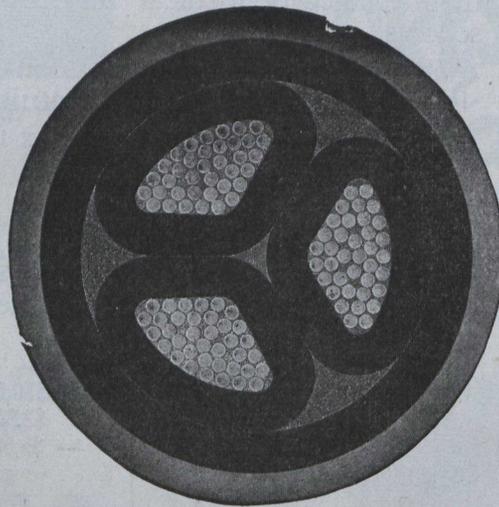
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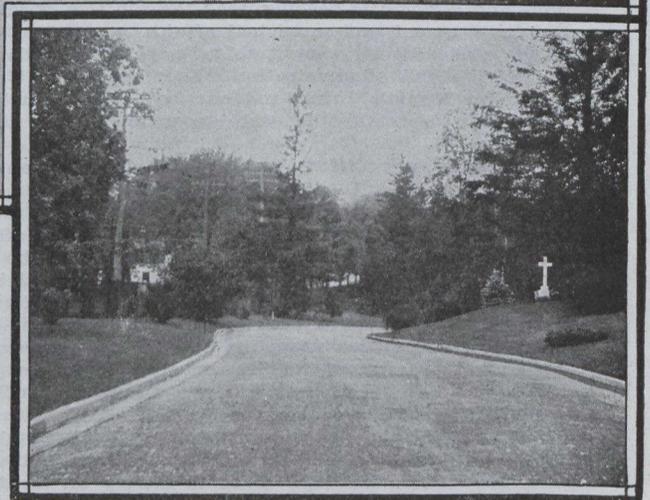
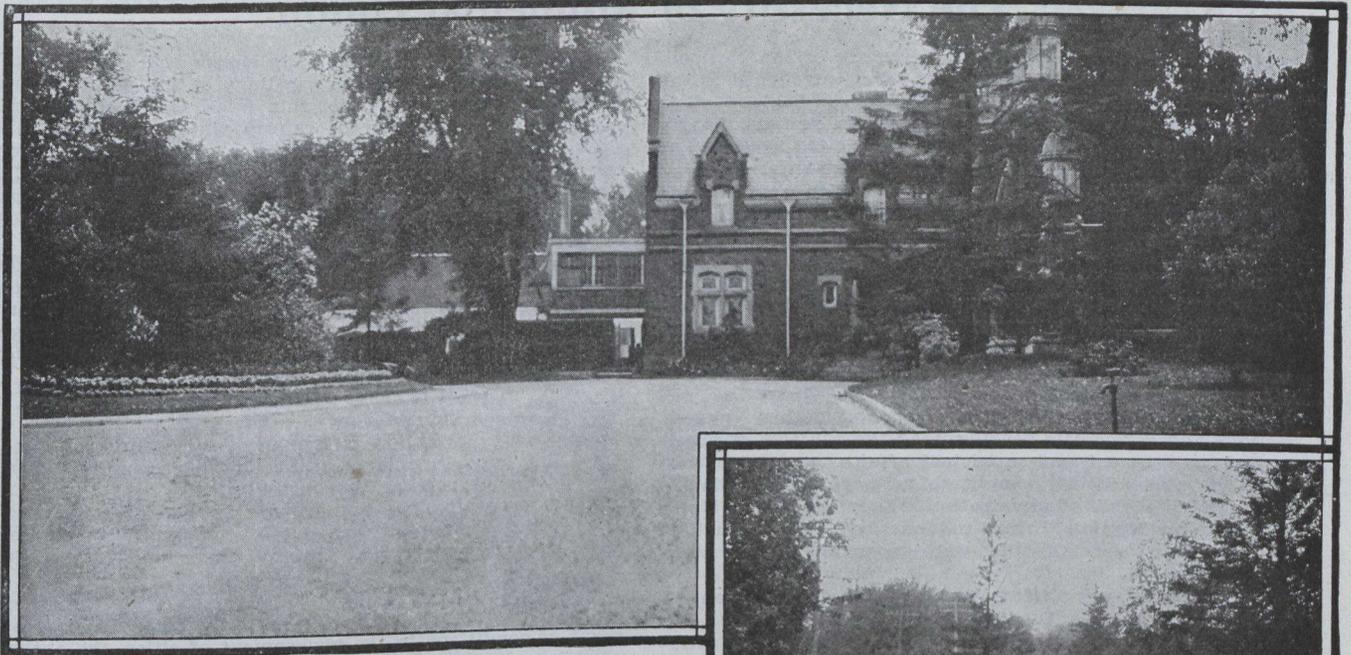
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The Necessity of Municipal Union

Mr. Clinton Rogers Woodruff, Secretary of the National Municipal League of America after being introduced to the Convention spoke as follows: In the first place allow me the coveted privilege of extending to you the hearty good wishes of your elder sister in the United States: **The National Municipal League**. Founded in 1894 to

First. Multiply the numbers, harmonize the methods and combine the forces of those who are interested in good government.

Second. Promote the thorough investigation and discussion of the conditions and details of municipal administration and of the methods for selecting and appointing officials in American cities, and of constitutions, laws and ordinances relating to such subjects.

Third. Furnish data for public information and discussion, by the publication of the proceedings of the meetings, reports of committees, and other papers, books and periodicals bearing upon the subjects of municipal government and municipal affairs.

We have steadfastly sought to raise the standards of municipal life and administration. Your body—the Union of Canadian Municipalities—and our body have much in common—and especially the problems which we are seeking to solve.

Our constituency differs from yours. Your union is composed of cities and their direct representatives. Our league is composed of organizations and individuals interested in municipal problems, whether in or out of office. We welcome to our ranks and to our councils all who are studying the complex problems of municipal activities and therefore our angle of approach is somewhat different from yours. Not that we exclude the office-holder—our president was for eleven years the head of the department of taxes and assessment in Greater New York and the secretary has been both legislator and administrator, and others of our board and membership have held office or are holding office at the present time. Their membership and activity in the League, however, are not predicated upon office holding. That is merely an incident.

When the National Municipal League was organized in 1894, the municipal outlook was dark indeed. The old Philadelphia Municipal League and the City Club of New York were both feeling the need of an exchange of experiences and news and joined in a call for a National Conference for City Government, which was held in Philadelphia in January of that year and eventuated in the formal launching of the National Municipal League in May, 1894, with the late James C. Carter, Esq., then the leader of the American bar, as president.

For the first three years of its existence the League devoted itself to a study and analysis of the conditions in American cities. Then it was that the first constructive step was taken in the appointment of a Committee on Municipal Program which for three years devoted itself to the formulation of a form of constitutional amendment providing for municipal self government and a Municipal Corporation Act, which were explained in a series of papers subsequently published by the Macmillan Company with the text of the recommendations in a volume widely known as **A Municipal Program**. This report was adopted at the Columbus meeting (1899).

The **Engineering News** of New York, one of whose editors was personally present, had this to say about the result: "The Municipal Program adopted last week by the National Municipal League, is one of the best pieces of constructive work ever done by an organization devoted to the improvement of municipal government. In judging its merits or defects, it should be considered primarily as a declaration of principles, with suggestions for putting them into effect and continuing them unviolated. At the same time, the charter outlined in the Program is in itself a better and more complete framework for a municipal government than any existing city charter which we now recall. The Program has been made flexible in order to permit modifications to meet the traditions and needs of different states and cities; but certain fundamental principles are always kept in full view, especially as wide a measure of municipal home rule as is consistent with the interests of the commonwealth, "an opinion which the **News** has taken occasion to repeat on more than one occasion. In 1902 in answering an inquiry it said, "By far the most important contribution to the literature of charter reform is the proposed model charter and accompanying explanatory and critical papers published in 1900 under the title **A Municipal Program**."

Bradstreet's of New York fully shares this opinion, saying: "The feature of the proceedings of the municipal reformers at Columbus, Ohio, this week has been the presentation of a program of reform which deserves and should receive widespread attention from citizens interested in the betterment of the government of cities. Indeed, we can recall no formulation of the ends to be attained and of the method to be followed in attaining them at once so comprehensive and so seemingly fruitful in possibilities as that proposed as the result of careful deliberation by the committee on municipal program of the National Municipal League. Movements for the reform of municipal government have up to the present been largely sporadic, and in some cases they have carried within them the germs of reaction, owing in no small degree to a certain distrust of democratic institutions on the part of leaders among the reformers. The program to which we have directed attention is free from this source of weakness and aims to enlarge rather than lessen the amount and degree of popular responsibility.

"This program does not propose to leave the organization of the municipality, as it too often is, the mere creature of state legislatures. In that direction lies the ultimate frittering away of all responsibility for the good or bad government of cities. In common with the sanest among the wise who have devoted thought to the improvement of conditions in the government of cities, the authors of the program under consideration advocate a large degree of home rule." (1899).

So general and widespread was the use of the Program that Dr. Delos F. Wilcox, the author of **The American City** was justified in declaring in a paper on the Program that while "it has nowhere been enacted into law as a whole its influence has been felt practically everywhere 'under the flag' that charters have been framed, constitutions revised or municipal reform agitated. It was published by the Havana Charter Commission and by the Porto Rican and Philippine Commissions. It has left marked traces in the new constitutions of Virginia and Alabama, and has formed a basis for a sweeping amendment to the Colorado constitution. The Charter Commission of Portland, Ore., used it. The Charter Revision Commission of New York City adopted some of its provisions. The Duluth and St. Paul charters are in line with it in important respects. It has formed the basis for agitation for charter reforms in Wisconsin, Minnesota, Michigan, Delaware and doubtless many other states," and Professor John A. Fairlie, at the Pittsburgh meeting, concluded a striking paper on "Recent Charter Tendencies" in these words: "In the main, then, the principles of the Municipal Program of the National Municipal League have been steadily gaining ground. Its influence can be seen in the work of state constitutional conventions, in state laws and in charters for particular cities. In no one place, however, has it been adopted as a whole; and even where some of its principles have been accepted the details have often been modified. Indeed in several instances a distinct improvement has been made over the detailed provisions framed for ten years ago. The fundamental principles of the program still hold good, and should and will continue to be extended even more in the future than in the recent past."

In 1912 a second Committee on "Municipal Program" was appointed which three years later recommended the Commission Manager form of city government. The text and the supporting papers have been published by D. Appleton & Co. under the title **A New Municipal Program**.

Some conception of the scope of the League's activities may be gathered by quoting from a statement issued several years ago to the following effect:

"If you have a general interest in municipal questions and wished to keep informed of the latest progress and thought you can nowhere find more valuable material than in the League's annual special reports.

"If you believe that city taxes should be distributed fairly and collected economically, and hope for an improvement in present method, you will follow with pleasure the work of the League's committee on municipal taxation. Incidentally you can render a public service by assisting in the investigations of this committee.

"If you have found it impossible to compare or understand the involved accounts of American cities, and would like to see a simplified and uniform method of accounting adopted, you will find a system described in the publication of the League, which has many times proved its practical utility in actual service.

"If you believe that one way to secure good government is to inculcate sound principles in the minds of the children during their school days, you will find the subject covered in a most practical and intelligent manner by the League's Committee on Instruction in Municipal Government.

"If you approve of the formation and encouragement in the colleges of active clubs for the study of municipal problems and the duties of citizenship; if you believe that the members of these clubs on graduation should be guided at once to opportunities for lines of political usefulness in their respective cities, you will see that these labors also have been taken in hand by a separate committee of the League.

"If you think the present method of nominating elective municipal officers can and should be improved, you will be interested in the notable progress of the League's committee on this subject.

"If you are interested in the movements for Municipal Reform and Municipal Home Rule, and believe that the city's local policy should be determined by its own citizens, read the League's careful and intelligent expert report entitled 'A Municipal Program'. It has become a standard work for reference in preparing new charters.

"If you are among those who feel it is a just reproach to instructors on civil government in our colleges and universities that strength is wasted through the difference caused by the limited vision, you will find a committee of the League which confines itself exclusively to bringing together the men engaged in this work, so that each may benefit by the experience of all.

"Whether you believe in municipal ownership or oppose it, you will follow with interest the broad investigation on this live and insistent question which is now being made by the League's Committee on City and Public Service Corporation."

It is extremely important that the people should work under the best municipal government possible, which should be on a stable and firm basis. The endeavor should be to educate not only the children but the adults to the responsibilities of citizenship.

From the beginning the League has promoted a close affiliation with educational institutions, and in 1900 it appointed a Committee on Instruction on Municipal Government in American Colleges and Universities, with the late Dr. Thomas M. Brown, then President of Lehigh University, as Chairman, which was the commencement of a long and careful effort to bring to the attention of educators the importance of systematic instruction in municipal government and citizenship. This Committee prepared a series of reports, including syllabi and outlines of courses, which have been very generally availed of by instructors. It was followed by a special committee known as the Committee on the Co-ordination of Instruction in Municipal Government and composed of those actually giving instruction along those lines, designed to bring together for mutual conference and help the great number of men who in the several colleges and universities were giving attention to this subject. Of this Committee, Professor L. S. Rowe, of the University of Pennsylvania, was the first chairman, and Professor W. B. Munro, of Harvard, the second and present chairman. As a complement to these two committees, another was appointed to consider the question of instruction in municipal government in elementary schools. Of this Committee Superintendent William H. Maxwell of Greater New York was chairman. This committee did for the elementary and high schools what the Brown Committee had done for colleges and universities, and it in turn was followed by a committee of which Professor Jesse J. Sheppard, of the High School of Commerce, New York City, is Chairman, which is doing for elementary school instructors what the Munro Committee is doing for college and university professors.

In addition to work along these lines the League is seeking to bring the various educational institutions into closer touch with advance work both through the Baldwin prize, which supplements the formal work of instruction, through the college libraries and very often directly through membership.

The League has also maintained close co-operative relationships with such national organizations as the General Federation of Women's Clubs, the American Civic Association (with which it has twice met jointly in annual meeting). The American Society of Municipal Improvements, the National Civic Federation and the League of American Municipalities.

These organizations have sprung into existence since the formation of the League in obedience to the demand

for effective, co-operative work. Organization is essential to the success of business, social and religious effort and likewise in the field of civic endeavor and administration.

A MUNICIPAL UNION 750 YEARS OLD.

In Canada the cities should be established on a still higher basis than they are at present and provincial organizations are important factors in raising the tone of municipal life and in improving the administration of affairs. The parent country has established the precedent which we should be quick to follow. Indeed there is one municipal league in the United Kingdom which is 750 years old. The record of this league of municipalities, whose beginning runs back to the middle of the twelfth century, is disclosed in the book of the 1919 Convention of the Royal Burghs of Scotland, an imposing volume of over 150 pages. The most interesting section of the book contains a historical sketch of the organization, in which we find that the convention is supposed to have been organized by King David I of Scotland, 1124-1154. At that time commissioners of four of the principal towns of Scotland established the custom of meeting periodically as an ultimate court of appeal respecting matters that concerned the internal interests of the royal burghs. This body was known as the "Court of the Four Burghs," and its decrees were declared to be equally final and conclusive, in all affairs subject to its jurisdiction, as those of the Scottish parliament, of which it was finally made a part. Its separate jurisdiction was still recognized, however, questions of dispute were referred to it, and its decisions accepted. Even after it was enlarged by the admission of additional burghs it was called, in a charter granted to it by James II, in 1454, the "Parliament of the Four Burghs," and it was ordained to do and exercise all and singular which in any way, in the Court of Parliament, according to the laws, statutes, and customs of burghs, are treated upon, considered, and finally determined." In 1487 a yearly meeting was established for commissioners from all the burghs of Scotland. Subsequently, in 1581, the commissioners were authorized to convene, "in what Burgh they thought most expedient, with full commission to treat upon the wellfare of merchandis and merchandice, gude rewle and Statues for the common profit of Burrows." By the treaty of union the "rights and privileges of the Royal Burghs of Scotland as they are now, do remain entire," and the Convention of the Royal Burghs of Scotland is unique as the last remnant of the old parliament of Scotland. It is an important deliberative and consultative assembly, actively promoting useful and practical legislative measures, and is thoroughly representative of burghal interests.

The scope and activity of this interesting and powerful body is illustrated by the present year book. It contains the records of about 50 meetings held during the year by various committees, in addition to the minutes of the Convention held in 1918, the program for the 1919 Convention, and various data and appendices.

There are sundry other bodies of cities, boroughs and officials which abundantly illustrate, if that is now necessary, the age-long adage that "in union there is strength."

We have a series of state leagues of cities in the United States and we had a League of Municipalities which is now moribund, but a conference of mayors and governors was held in Washington the past Winter under the aegis of the President of the United States which may become a permanent body. Some idea of the scope of its discussions may be gathered from the following platform which it adopted:

1. Improvement of transportation facilities pending the return of the railroads to their private owners.
2. A federal agency to determine fair prices for government and private purchaser, in order to promote the re-establishment of normal industry and to encourage public improvements.
3. No lowering of wage standards except in consequence of a reduced cost of living.
4. Federal co-operation to avert serious consequences in the financial affairs of public utilities.
5. Prompt payment of cancelled government contracts to release capital for other uses.
6. Announcement of government policy for releasing raw materials now in government control.
7. Conservation of natural resources and the elimination of waste.
8. Continuance of public employment agencies.
9. Federal experience in solving housing problems to be made available for communities.

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10. Permanent conference of state and municipal executives.

11. Return of troops to local draft boards for demobilization.

I have nowhere seen the argument for organization more effectively put than in the recent letter sent out by the Hon. Elihu Root, former secretary of state, to the members of the American Bar Association. In it he said:

"It is plain that the whole world has entered upon a period of re-examination and development of political and judicial systems. Nowhere is this period of development more critical than in the United States.

In this juncture the highest duty of service to the country rests upon the Bar. Their knowledge, their training, their fitness to lead opinion, should be utilized to the utmost. This duty cannot be effectively performed by lawyers acting singly each by himself. It must be by association. In modern times it is only by the power of association that the men of any calling exercise their due influence in the community.

For the performance of this duty a great agency already exists in the American Bar Association..... Its organization runs into every state. Its members are of every section, of every political party, of every radical inheritance. There are many excellent state and local Bar Associations, but the new questions are national, not local. It is the American Bar which is called upon to think and to form and lead opinion nationally and not locally.

Will you not urge upon your associates at the Bar who are not already members this view of their opportunity and duty and bring them into this great Association for the public benefit?"

It is important, nay imperative that the men carrying on municipal administration should be efficient, strong and skilled and that they should be assisted in performing their functions by an interested and high-minded citizenship. What preparations are we making for the future demands upon us? Are we training the men who are to run our governmental machinery? Are we developing professional standards among our public servants? In America it has been a matter of common knowledge that for years the patent office has been a sort of government

training school for patent lawyers, who go into private practice or private employment at about the same time their training has made them valuable to Uncle Sam. The same thing occurs in our cities. Office holding therein is all too frequently merely a stepping stone to some other field of usefulness; whereas the city should be regarded as the field of greatest present day opportunity.

There is just as much ability, as much capacity for effective municipal government in Canada and the United States as anywhere in the world and this end can be best promoted by bodies like the Union of Canadian Municipalities and the National Municipal League and by the proposed International Municipal League, originally suggested by the Canadian Union, and whose organization should be proceeded with, now that the war is happily over.

The future is uncertain and these are days of unrest. The time has come to give earnest thought and close attention to the questions which are closest to the people's welfare—such questions as housing, city planning, clean amusements should be brought home to those with official responsibility and to every man, woman and child.

Much of the future development depends upon the solution of the municipal problems, and organization is needed to improve municipal life. I do not need to point out to you the necessity of municipal union. It is apparent already but I want you to consider this question: "Are Canadian cities equipped to meet the problems of the times?" The Union should be an inspiration to Canadians to realize that something is being done to make their cities better places in which to live.

In conclusion let me offer a word of eulogy to W. D. Lighthall, K. C., the distinguished honorary secretary-treasurer of the Union of Canadian Municipalities whose retirement is foreshadowed in his annual address. The Union owes perhaps a greater debt to Mr. Lighthall than is realized at present. It was he who has shown the way to larger usefulness, and he has been the source and main-spring of your activities. May he be spared many more years of usefulness to all those causes which are working for a greater Canada, a greater America, a more closely knit world, not the least of which is that child of his brain and his unselfish effort—the Union of Canadian Municipalities.

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Canadianization

The Department of the Interior of the United States has in connection with its Bureau of Education a division formed for the special purpose of Americanizing the foreign born, by inculcating American ideals and all that they mean into the minds of the foreigner who has made his, or her, home in the United States, the primary education in each instance being English and citizenship. Among the agencies used to bring this about are the schools, federal and state bureaus of immigration, libraries, chambers of commerce, and even municipal authorities. As an illustration of the means used "Americanization" the official organ of the division, reports the organization of a Municipal Forum in New York by the Mayor's Committee of Women on Reconstruction and Relief; the object of the forum being "to establish closer relations with the foreign born and to familiarize them with the opportunities and advantages in American citizenship."

In Canada while there are a number of societies doing excellent propaganda work there has never been any concerted effort to impress the ideals and spirit of Canadian citizenship into the minds of the foreign born domiciled in this country. We have let them shift for themselves with the result that in the cities and the towns and in the country districts there are colonies of men and women who are just as foreign to our language and our ideas of citizenship as the day they left their native shores to earn their living in this country. In addition there are thousands of children born in Canada of foreign parents who know not the language of the land of their birth. Particularly is this the case in certain parts of the West where large colonies of foreigners have become acclimatized to the soil, but not to the traditions of the Dominion. This is not the fault of the foreigners themselves but the fault of our immigration system because

under it (other than general compliance with the general laws of the country and which they never actually know), there are no regulations to ensure an intelligent understanding of our national life, without which no real progress in **Canadianism** can be made amongst the foreign born. But even assuming our immigration system was changed to better suit the rightful demands of those who would have this country Canadian in language and ideals, instead of a conglomeration of many races and many languages as it threatens to become, it would only affect the future. Such a change would not affect our present foreign population which number not much less than one million, or nearly one eight of our whole population. With such a large population of foreign born in our midst, but not of us, the problem of their assimilation is a serious one, which is made more difficult by the tendency of the foreigners to group themselves together.

The task then of Canadianizing the foreign born is no small undertaking and will require the best minds of the country to induce these people from other lands to so adapt themselves to the traditions, spirit and language of Canada without losing their own identity and reverence for those things which count most in life. Such a task must be national in conception, as in the United States, and it seems to us that this is a special opportunity for the new Dominion Department of Public Health to show its usefulness, inasmuch as underlying public health must be a knowledge of sanitary conditions, which certainly cannot be instilled into the minds of men and women ignorant of the first law of Canadian citizenship, namely cleanliness. So that it would be in keeping with the objects for which it was established to bring about for the Department of Health to carry on a propaganda for **Canadianism** such as is being carried on for **Americanization** under the direction of the Washington Dept. of the Interior.

Fire Prevention Day

To bring home the danger of fire the Dominion government set aside October 9 to be observed as Fire Prevention Day. The Dominion Fire Commissioner (Mr. J. Horace Smith) prepared a programme to include lessons in all public schools on fire prevention; public meetings in the cities, towns and villages; advice to owners and occupants of property relating to the removal of fire hazards from their premises, etc. In his explanatory letter of the programme Mr. Smith pointed out the duties of local authorities as follows:—

“Fire waste is one of the most serious economic problems confronting Canada at the present time. The public in general is vitally affected by the tremendous losses annually incurred by fire and the enormous expenditures rendered necessary to adequately protect life and property from its ravages. Seeing that at least seventy-five per cent of all fires are caused by carelessness and can therefore be prevented, it is the obvious duty of municipal authorities, fire department officials, boards of trade and other representative citizen bodies to bring the matter to the attention of the people.”

According to statistics Canada's fire losses in 1918 amounted to close on thirty-four millions, or \$4 per head of the population. This in comparison with Europe's 33 cents per head makes very bad showing even with climatic conditions against us, and when it is considered that by far the larger part of Canada's fire losses were preventable it is time that something was done to bring home to the citizens their individual responsibility.

In studying urban fire statistics we find that the heavier losses were in those municipalities where the fire regulations were very imperfect and the enforcement of them even worse. In some of our smaller centres the fire fighting apparatus is very meagre and what there is very much out of date. We find fire by-laws vague to the extent of being misunderstood in many of our small municipalities and even in more than one city. So that there is much to do by the local authorities to help make safe the lives and property of the people. The Dominion authorities are to be commended for the start made to lessen the fire risks of the country and they should receive all the support possible from the local authorities.

The National Industrial Conference

The National Industrial Conference that was held last month in Ottawa, while fully reported in the daily press, did not seem to receive much editorial comment. Whether it is because we do not yet fully realize the changes now taking place in the industrial and social conditions of the other countries and which are even affecting Canada, the indefiniteness of the said editorial comment is, to say the least, not very encouraging to those who would have this Dominion in the vanguard of material and social progress. While the Conference may not have brought about a perfect understanding between the contentious elements in our industrial fabric, it undoubtedly went far in getting capital and labour to see each other's point of view at first hand. This is more than a step forward. So far as Canada is concerned the conference marked an epoch in the values of the relationship of capital to labour, and labour to capital. By special invitation a third group was in attendance which for want of a better definition may be termed as representative of communal values. As such this group was led by the three delegates directly representing the municipal interests of Canada and though the third group had no voting power there is no doubt that in the deliberations both in the open conference and in the committees, the community delegates had a positive as well as a restraining influence. In other words, for the first time in the history of industrial Canada, both capi-

tal and labour were made to feel in a very direct way their responsibility to the community. It is true the fact was not made too evident in the deliberations, nevertheless the resolutions passed, consciously or unconsciously, bear strong evidence of the spirit of compromise which in itself cannot help but be of benefit to the communal life of the country.

Among the resolutions adopted unanimously by the Conference were those urging investigation regarding Proportional Representation; Joint Industrial Councils, and State Insurance against Unemployment, Sickness, Invalidity and Old Age. Resolutions were also adopted commending the Dominion and Provincial Housing schemes, Compulsory Education and one urging the carrying on of Public Works by the “Federal, Provincial and Municipal Governments.” To what extent these non-contentious resolutions will be carried out depends on the powers that be, but the fact that they have been seriously discussed by responsible men is sufficient indication that the questions involved in the discussions are exercising the mind of the public, and cannot be shelved by the authorities. And by authorities we do not mean the Dominion Government alone, but the Provincial and Municipal Governments as well. Perhaps the Industrial Conference may be summed up as the first Joint Industrial Council in Canada, and we hope it will not be long before Industrial Councils are established throughout the Dominion.

Garden Cities for Soldiers

Mr. Mowat, the member for Parkdale, recently sponsored a resolution in Parliament which practically calls for a government housing scheme for returned soldiers in the form of “Garden Cities,” the idea being that the necessary loans be repaid in twenty years. In our July issue we had already urged the extending of the Dominion land scheme of \$2,500 loans to soldier farmers to returned men desirous of building their own homes, and Mr. Mowat is to be commended for his advocacy of what would

be if adopted, a sane solution of much of the present dissatisfaction among our returned men, who in the main are not so desirous of gratuities as an opportunity to make up for the time lost to them during the period they were in khaki. In the establishing of “Garden Cities” as suggested in Mr. Mowat's resolution the country has everything to gain and nothing to lose. What is more such a scheme would bring contentment.

A Municipal Union for Quebec

Plans for a union of municipalities for the Province of Quebec were made and passed at a representative meeting of mayors of the Province called by the Editor of the Canadian Municipal Journal and held in Montreal on September 18th.

Ald. J. P. Dixon, representing the Mayor of Montreal, occupied the chair, at the lunch that preceded the conference, and later presided over the discussion that took place. Among those present that took part were Messrs. P. A. Seguin, M.P., mayor of L'Assomption; P. W. McLagan, mayor of Westmont; J. A. A. Leclair, mayor of Verdun; R. Prieur, mayor of Pointe aux Trembles; E. T. Sampson, city clerk of Outremont; E. Cartier, mayor of Pointe Claire; J. P. Lalonde, acting-mayor of Grand'Mere; A. Normand, acting mayor of Victoriaville; Alex. Thurber, mayor of Longueuil; P. Contant, acting-mayor of Iberville; Alfred Larocque, mayor of St. Zotique; J. E. Rheault, M.L.A., mayor of D'Israeli; Ald. Lambert, acting-mayor of Hull; C. E. D'Artois, mayor of Farnham; J. A. Legault, mayor of St. Jerome; Frederick Wright, editor of the Canadian Municipal Journal; H. Bragg, of the Canadian Municipal Journal; Frederick Lodd, (Federal Housing Commission), H. J. Ross, L.L.A., etc.

After the lunch Mr. Omer Chaput, acting secretary, read letters from several representatives who were unable to attend the meeting. Among these was Mr. Oscar Morin, K.C., deputy minister of municipal affairs, whose letter wished the organizers a fruitful meeting, and expressed the hope that it would culminate in the founding of a vigorous union worthy of the Province of Quebec. Mayor Lavigne of Quebec, the mayor of Fraserville, Mr. Elz. Levesque, mayor of Chicoutimi, and the mayor of St. Agathe also wrote expressing regrets that they could not attend, and endorsing the aim of the meeting.

So that some action may be taken towards forming and building up a municipal union worthy of this Province of Quebec the following suggestion may be helpful:—

SUGGESTIONS.

That a union of municipalities of the Province be formed for the purpose of promoting the best interests of municipal Quebec on all questions pertaining to municipal government and administration by the following means.

- 1st.—By harmonizing and combining all the municipal forces of the Province.
- 2nd.—By seeking and spreading the best knowledge and latest information on municipal matters through Conventions, University Extension Lectures, a Bureau of Information, Publications of proceedings of meetings, resolutions, etc., books, papers and periodicals bearing on the subjects of municipal and government affairs.
- 3rd.—By the guidance and improvement of Legislation, both of the Dominion and Province, upon municipal questions generally and in particular by securing, through united action, the proper protection for individual municipalities, and municipal interests as a whole, against legislative enactments, or other encroachments of corporations and others.
- 4th.—By the establishment of a central consultation bureau under the charge of Legal, Engineering, Financial and Accounting experts whose opinions and advice will be at the free disposal of each and every member of the Union.

So that such an union may be of a permanent and continuous character it is suggested that it be incorporated with nine directors consisting of a President, and two Vice-Presidents who will be elected annually, and six trustees, two of which will retire each year. The trustees to be the best municipal men in the Province irrespective of their positions.

As it is desirous to get the proposal union under weigh without delay Mr. Wright suggested that the gentlemen present form themselves into a committee for the purpose of drafting a constitution to be presented to, and preparing a programme for, a two days convention of the municipal men of the Province. The suggestion being that the convention be held in Montreal during the week previous to the opening of the Provincial Legislature.

Mr. Harry Bragg took up the question of Provincial Unions of Municipalities, stating that every Province, except Prince Edward Island and Quebec, had good, active Unions. In the former, as there were only very few municipalities, and the Government looked after the rest of the Province, there was no need for a Union.

The Province of Quebec now led Canada in having the latest, and the most complete Department of Municipal Affairs, having adopted the best ideas of the two older ones, those of Saskatchewan and Alberta; and, to be up-to-date, Quebec should also have a Union of its Municipalities, in order to secure that co-operation with the Government that would result in good for all concerned.

So far had the Unions proved successful that in Saskatchewan and Alberta, there were two Unions, one for the rural, and the other for the Urban Municipalities.

Speaking of his experiences at various Conventions of these Unions, Mr. Bragg emphasized the value they had proved to the Governments, in discussing various phases of municipal work among themselves, before approaching the Government for alterations in the laws, and in other ways.

He urged their value in combatting attempts to encroach on the rights of municipalities, and showed how concerted action was powerful and beneficial.

He concluded by giving in brief the change in the attitude of the late Sir Richard McBride, Premier of British Columbia, who was at first opposed to the creation of a Municipal Union in his Province, after having the real value of such a Union put before him.

In conclusion, he urged the desirability of forming the Executive of both elective and permanent officials, as in this way a more permanent body would be secured.

A discussion took place in which the following gentlemen took part:—Mayors MacLagan, Prieur, Thurber, J. E. Rheault, M. L. A., P. A. Seguin, M. P., C. E. D'Artois, A. Cartier, A. A. Leclair, A. Larocque, Aldermen Tho. Lambert, J. P. Lalonde, Messrs. Harry Bragg, H. J. Ross, E. T. Sampson, after which the following resolution, proposed by Mayor Leclair and seconded and supported by Mayors Thurber and Prieur was unanimously adopted by the meeting.

"That this meeting of municipal executives of the Province of Quebec, being desirous that a municipal union be formed for the Province without delay, resolve that the delegates present form themselves into a committee for the purpose of drafting a constitution to be laid before a convention of municipal executives to be called during the week previous to the opening of the Provincial Legislature;

"That the said convention be held in the city of Montreal, and that a program be prepared and proper arrangements be made to make the convention a success;

"That Mr. Omer Chaput be asked to act as secretary of the committee."

The Secretary was instructed to prepare the draft of a constitution based on the scheme submitted by Mr. Wright and submit same by mail to each member, who in turn will add his suggestions, the whole to be discussed at a special meeting of the committee, previous to the general convention.

Nineteenth Annual Convention of the Union of Canadian Municipalities—Kingston

The nineteenth annual convention of the Union of Canadian Municipalities was held on Tuesday, Wednesday and Thursday, August 12th, 13th and 14th, under congenial conditions in the historic city of Kingston, Ontario—one of the earliest incorporated communities in the Dominion. The meetings were convened in the City Hall, a magnificent edifice of limestone, which was built at a time when it was thought that the Limestone City was to be the Capital of Canada. In the main room, where the sessions were held, scores of oil paintings of former leaders of municipal life in the city for nearly a century were hung and the silent presence of these sturdy forefathers in municipal activity lent an inspiring touch to the proceedings, for they forced the recollection that the assembled leaders were merely carrying on the good work commenced in years gone by.

Enough pleasure to make the work attractive was provided and, to the great majority of the delegates, who were not burdened with executive worries, it was a time of relaxation and enjoyment. The discussions on the high cost of living, on the necessity for municipal union, on the value of municipal work and the various other subjects which were presented, tended to broaden and stimulate those who are seeking to understand the many complex problems which are facing the Dominion to-day.

In welcoming the delegates Mayor Newman made reference to the early history of the city from the time that Count de Frontenac sailed up the St. Lawrence River and with his adventurous comrades pitched tents on the site of Tete du Pont barracks, not three hundred yards distant.

Many interesting details of historical associations were noted by Mayor Newman, including the part that Kingston played during the war of 1812-14, the rebellion of 1837, and through to 1846 when money was borrowed from Scotland to erect the magnificent City Hall building. He recalled the names of Sir John A. Macdonald, Sir Oliver Mowat, Sir Alexander Mackenzie, Sir Richard Cartwright, Sir Alexander Campbell, Sir George Kirkpatrick, and many other gentlemen who claimed Kingston as their birthplace, and His Worship also pointed out that three thousand men from Kingston had crossed the seas to fight for the integrity of their homeland and of the British Empire, and forty thousand men from Military District No. 3, of which Kingston is the headquarters, had also enlisted.

Mayor T. D. Bouchard, of St. Hyacinthe, followed with his presidential address as follows:

Presidential Address.

Gentlemen:—In July, 1918, when the delegates of Canadian Cities were assembling in Victoria to hold their annual sittings the Allies were preparing the great drive that was to end the largest and fiercest armed conflict known to humanity. We were then having our Convention on the eve of victory. The one I am having the undeserved honor of presiding over is sitting practically on the day of victory. Peace treaties that have been devised to ensure a lasting peace to the civilized world have just been signed and huge armies are still being demobilized.

Kings and Emperors are being dethroned; new boundaries are being fixed to countries; new governments are being formed and destroyed as soon as built; disquieted capital is facing unrestful labor; strikes verging on revolutions are threatening here and there economic peace. These are necessary evils that had to accompany the great war. As President of the Union of Canadian Municipalities, I thank God and the Allied Armies that we have, in the British Empire, to meet them with the soul-uplifting Victory and not with the mind-depressing Defeat. This is due to the insight and forethought of our military leaders and to the gallantry of the French and British sea and land armies, of which our Canadian boys constituted a part not inadequate in number as compared with our population and equal to all as regards fighting qualities.

On these brave boys who have enhanced Canadian fame, I am glad to bestow the gratitude of the Canadian Municipalities, and to say in the name of all our cities and towns that each one of them is proud of their deeds of valour which will be an everlasting credit to our country.

The war has been won; international peace has to some

extent been conquered, but international restfulness has not been established. Our leaders of public thought will have to win the economic battles brought about by the born enemies of public order, private greed, individual or class egotism. After, but not until after, this last battle has been fought to a finish, shall we be in a position to partake of all the fruits of the Great Victory. War that knows no fixed results but whose laws are constantly altered by necessities, has been responsible for many a fallacy, one of which was that the soldier who had to face the schrapnel of the enemy was receiving only \$1.10 for every twenty-four hours of his perilous work to help in winning Victory, when others, five or six thousand miles out of the range of the German guns, were getting \$1.10 an hour to help the same winning of the war. It is no wonder now that it will be a hard task to revert to a sane, economic state of things. The necessities of war have taught the masses the possibilities of Might. They are using it, and may abuse it, until they meet with a collapse not unlike the one met by the German military autocracy if our statesmen do not find a way out of the unsafe road capital and labor, producers and consumers are now travelling.

Labor is claiming shorter hours and still higher rates of pay; producers are asking for higher prices, relying on the higher salaries to justify their demands, as labor is proving the necessity of better wages by the increased cost of living. To my mind we have entered the phase of the slow but sure social expropriation of moneyed wealth. The purchasing value of the dollar has gone down by more than fifty per cent and is still going down. The increase in the rate of interest and the higher revenue of the invested dollar do not compensate by any means the decreased value.

I do not claim that some of the money wealths were not unduly acquired but I simply note an economic fact. We are steadfastly moving towards one of the goals of socialism; the levelling of moneyed wealth. If this goal is reached it will not be long before the ultimate aim of socialism, the levelling of property wealth, is attained.

Our legislators have to decide whether we shall travel the right or the wrong way towards the betterment of society.

It is out of the question that we can correct the actual wrongs by simply adhering to our pre-war policies. Something will have to be changed to meet new contingencies. The way to the individual or corporation's big fortunes made in the twinkle of an eye by plundering public utilities or preying on the necessities of life should be entirely cut off and better opportunities by a sane government control should be afforded to the laboring and producing masses.

The Municipal Councils, these governments nearer to the people, are some of the best advisory boards to help in the solution of these serious problems.

A few of their main aspects are to be considered by this Convention of the Union of Canadian Municipalities. It is to be hoped that some good will be derived for the reconstruction of the economic life of this country from the exchange of ideas of practical men here assembled from different parts of our vast country and from various spheres of municipal activity to devise on questions of the hour.

This Convention is held in the nineteenth year of the life of the Union of Canadian Municipalities. In 1901 this Association was formed with the main objects of bettering civic conditions by having every city benefit by the experience of others, by uniting them all for common protection against the natural enemies of municipal rights and by broadening Canadian citizenship by a more intimate intercourse of the municipal men of every section of the country the true leaders of public thought in their respective sphere of influence.

Our Union has done some good in the past towards these ends. In the last three or four years war has somewhat curtailed its potentialities but there is no reason why now that we are entering the era of peace it should not be made even stronger than it ever was before.

We have with us today men who have seen the foundation of the Union; we have others who are new in the

U. C. M. CONVENTION (Continued).

field. We can benefit by the long experience of the former and the hearty activity of the latter to make of our Union a body as efficient as it should be to help in framing the future destinies of our country. Before taking my chair I desire once more to thank Mayor Newman and the Counsellors of Kingston for having offered us the hospitality of their historic City to hold our Convention.

Wilson Report.

To the Presidents
Executive and Members of the
Union of Canadian Municipalities.

Gentlemen,—I have the honor of presenting to you the financial statement of the Union of Canadian Municipalities from January 1st to December 31st 1918, with statements in detail and auditor's report.

STATEMENT OF RECEIPTS:—

Cash balance on hand January 1st	\$ 487.36
Bank interest	10.39
Fees from Municipalities	5,772.50
Fees from Nova Scotia Union	50.00
Civic League	10.00
Total	6,330.25
Expenditure	6,057.82
Balance	272.43

STATEMENT OF EXPENDITURES:—

Exchange	8.35
Telegrams	63.52
Books and Printing	153.80
Sundries	71.55
Agents	400.00
General Expenses	625.60
W. D. Lighthall, expense account	2,735.00
G. S. Wilson, salary rent, stationery, postage, telephone and official organ	2,000.00
Total	6,057.82
Balance	272.43

6,330.25

Before resuming his seat Mr. Wilson bore testimony to the value of the retiring honorary secretary, Mr. W. D. Lighthall, K.C., in the following terms: "It is somewhat with feelings of regret that after so many years of the closest intimacy—in affairs connected with the Union of Canadian Municipalities—I part company with our honorary secretary-treasurer, Mr. Lighthall. During the past seventeen years I have had free access to and have consulted Mr. Lighthall daily—sometimes two or three times in a day—on matters connected with our municipalities, and he has always given me his time most cheerfully. I have often marvelled at the spontaneous and precise information given, and the ready dictation of an answer to some municipal question of a correspondent.

LEGISLATIVE WORK OF THE UNION OF CANADIAN MUNICIPALITIES.

Report of Mr. Fred Cook, Parliamentary Agent.

After five years' consideration Parliament has passed the Statute to consolidate and amend the Railway law of Canada, but hardly in such shape as to meet the views of the Municipalities of the Dominion. Since 1914 the bill has been stranded each session until this year, owing to the strenuous fight which the Union and its friends in the Commons have put up for the protection of municipal rights. This year's measure would have met the same fate as its predecessors had not the government at the last moment hit upon the expedient of "lifting" the contentious power clause (section 374), and introducing it as a separate measure. The justification for this course was that essential amendments required to the Railway law were being held over year after year simply because the Senate and House of Commons could not agree upon the one section referred to.

The Consolidated Railway bill was first introduced in the Senate and passed with great celerity, but with the power clause greatly weakened. Last year it was termed a "compromise" section, but the promptness with which the

power interests then accepted it tended to cast suspicion upon it from a municipal viewpoint. A few warm senatorial advocates of municipal rights strove to secure the retention of the protection clause as originally drafted by the city of Toronto, and endorsed by the U.C.M., but they were hopelessly outnumbered, and when the bill left the Upper House the clause in dispute stood practically in the form in which the Senate adopted it the previous year. In the original measure there were four sub-sections to clause 374 specifying the conditions under which "municipal consent" should be obtained. They were calculated to fully meet the views of the municipalities, but the value of the clause, in so far as it applied to existing agreements with power companies, was destroyed by the insertion by the Senate of sub-section 5, which reads as follows:

(5) Any specific powers inconsistent with the provisions of this section and conferred on any company by any Special or other Act or authority of the Parliament of Canada or of any province shall not be affected by the provisions of this section, but if any municipality complains to the Board that any company whether incorporated by Special or other Act or authority of the Parliament of Canada is exercising its powers oppressively or in bad faith the Board may hear such complaint and if it sees fit supervise the exercise of such powers: Provided always that whenever any company incorporated by Special Act of the Parliament of Canada acquires the assets of a company operating within a municipality, which said municipality has the right by agreement to purchase any of the assets of such company, then and in every such case the municipality may enforce its rights under such agreement as fully as if such purchase had not been made, and may enforce against such purchaser the provisions of such agreement as if it were the original party entering into such agreement with the municipality.

Upon this section, designed to perpetuate privileges to the Toronto and Niagara Power Company, conceded by the Courts, but never intended by Parliament, the discussion was waged until almost the end of the session. Toronto was vitally and directly interested; every other municipality in the Dominion indirectly. As one observer expressed it "Toronto happens to be the spear-head of the attack to hobble all the cities, towns and villages of Canada."

As in 1917, when the measure reached the Lower House it was referred to a Special Committee with Mr. J. E. Armstrong as chairman. In some quarters it was represented that this committee was "loaded" against the municipalities, but this is an entirely erroneous view. While naturally the committee manifested divergent views upon some of the important questions which came up for consideration, yet I feel free to say there was every evidence of fairness. No attempt was made to shut off representatives; every interest was given the opportunity of being heard. The City of Toronto was represented at the Committee meetings by Corporation counsel, Major Geary, recently returned from overseas, and the Ontario Hydro Commission, whose very existence was threatened, by Mr. G. H. Kilmer, K.C., The Union of Canadian Municipalities by personal conferences, by letters and circulars to members, materially assisted in the fight. Yeoman service was rendered by the Canadian Municipal Journal.

The chief defender of municipal rights in the Special Committee was Mr. M. M. Mowat, Member of Parkdale, who was vigorously supported by Mr. Tweddle, of Calgary, and others.

The power interests were represented by a formidable array of counsel, chief among them being the Hon. J. M. Beck of New York, acting for the American bondholders of the Mackenzie & Mann power group. In this connection let me call the attention of the Union to the view propounded by Mr. Aime Geoffrion that the Toronto and Niagara Power Company, under the charter which it secured in 1902, has the right to operate anywhere in Canada. This sweeping claim made the members of the Committee fairly gasp, whereupon Mr. Geoffrion endeavored to relieve their feelings by assuring them that it was not the intention of the Company to operate outside of Ontario. Consider the possible effect of the exercise of such a claim, however. Kingston, or Ottawa, or London, or Windsor, pursuing the even tenour of their way may suddenly find

U. C. M. CONVENTION (Continued).

before their gates this great power corporation with its poles and wires, declaring "we propose to enter your city, not by leave of, nor under the conditions imposed by, the Municipal Council, but of our own volition."

The argument of the power group was simply "vested rights." Mr. J. M. Beck almost shed tears at the prospect of the alleged jeopardising of \$29,000,000, the amount of the bonds of the Toronto and Niagara Power Company, which is the holding concern of the Toronto Electric and the Electrical Development Companies.

But this is the point at issue. When the charter was granted in 1902 the City of Toronto asked whether its wording gave the company the right to go on the streets of municipalities without their consent. The chairman of committee and other members of Parliament declared that there was no such intention. The Official Debates show this. The bill was passed by Parliament on that understanding.

Canadian courts took the view that Parliament had granted no rights beyond what it intended to grant. The judicial committee of the Privy Council found otherwise. The bill now before Parliament simply provides for carrying out Parliament's expressed intention, and for eliminating the extraordinary and dangerous powers conferred on the company, not by Parliament, but by the Privy Council.

Of all the twists and turns which clause 374 took later on I need not speak at length. Mr. Mowat achieved a notable victory when at a late hour on a sweltering summer night in June and in a thin house, he succeeded by a majority of 4 votes in securing the adoption of the following amendment:

Strike out subsection five (the subsection inserted by the Senate) and substitute therefor the following subsections:

(5) "The provisions of the last preceding subsection shall apply to and restrict the powers of any company heretofore incorporated by Special Act, or other authority of the Parliament of Canada, notwithstanding that such provisions may be inconsistent with the provisions of such Special Act or other authority, and notwithstanding the provisions of section three of this Act.

(6) "If any company heretofore incorporated by Special Act or other authority of the Parliament of Canada has acquired, or shall acquire assets or any part thereof, or the right to the possession or use of the assets or any part thereof, of any company or person operating a system for the distribution of light, heat, power or electricity, in any town, city, village or township, then in every such case the company so acquiring such assets shall carry out with the municipality all the obligations in respect to the said assets whether arising under contract or in any other manner, of the company from which the said assets have been or shall be acquired."

Tossed from Commons to Senate and from Senate to Commons, in the dying days of the Session, when it looked as if the whole bill would go overboard, owing to the differences of opinion between the two Houses, especially on this clause, an "ancient and honorable formula" was dug up. "Managers" of the Senate and House of Commons were appointed and met in solemn conclave to endeavour to reach an agreement. However, the conference was abortive, and then it was that the Minister of Railways hit upon the device of lifting the contentions clause 374 from the bill entirely and introducing it as a separate measure, so that the consolidated bill might become law. Of the new bill (No. 168) "respecting electric and power companies," I have only to say that it passed the Commons unanimously, but, as predicted by many Commons, promptly received its quietus in the Senate, so that the power issue is still unsettled.

The withdrawal of section 374 would have left the municipalities in a worse position than they were under the old act, had not Parliament at the last moment embodied in the new law section 247 of the old Railway Act in so far as that section applies to any person or company having legislative authority from the Parliament of Canada to acquire, construct, operate or maintain works, ma-

chinery, plant, lines, poles, tunnels, conduits, or other means for receiving, generating, storing, transmitting, distributing or supplying electrical or other power or energy, but not including a railway company or a telegraph company or telephone company. The effect of this amendment as explained by Mr. Nickle, M.P., will prevent any light, heat and power company that has not got a special charter from entering upon the streets of any municipality without the consent of the municipality being obtained, although a transmission, or a distribution and transmission company, may have its rights to construct a transmission line determined by the Railway Board. Power over any distribution system for which legislative authority has been obtained will be retained by the municipalities. All companies having special charters, such as the Toronto and Niagara Power Company have, will go absolutely scot free.

The interchange of business between the Bell Telephone Company and rural companies raised an interesting point. The clause (375) dealing with traffic arrangements left it to the Board of Railway Commissioners to determine the conditions of interchange "including compensation if any" and strong exception was taken in the Commons to these four qualifying words on the ground that they lent color to the argument that compensation was clearly intended, when as a matter of fact the Bell Company was the principal gainer by the interchange of traffic with rural companies. Mr. Wallace of West York moved to strike out these words and add the following:

Provided however that the charge to such first-mentioned company, province, municipality or corporation for any long distance conservation or message transmitted over a line owned, controlled or operated by the company shall not be more than the established long distance rate of the company.

This amendment carried by 47 to 9, but the Senate later gave it short shrift, and the form words as quoted appear in the Consolidated Act.

An appeal was made to the Union by Mr. Fraser, President of the Union of British Columbia municipalities, to oppose section 325 conferring authority upon the Railway Commission to increase fares or rates notwithstanding the provisions of any existing agreement between railways and municipalities. As explained by Mr. McQuarrie, member for New Westminster district, the municipality of Burnaby, B.C., is at issue with the British Columbia Electric Railway Co. upon the question of the tariff of rates between Vancouver and New Westminster. The reeve and other representatives of the municipality of Burnaby considered the matter so important that they came all the way from British Columbia to Ottawa to oppose this application. After full discussion the decision of the Board was reserved, as was stated, for the purpose of awaiting the result of pending litigation. At the same time another appeal was threatened to the Supreme Court of Canada, but that appeal not having been proceeded with, in November of last year the Board gave its decision approving the increased rates, notwithstanding the existence of an agreement between Burnaby municipality and the British Columbia Electric Railway Company, fixing the maximum rates to be charged. The municipality immediately applied to the Board for leave to appeal to the Supreme Court of Canada on the question of law involved, namely, whether the Board had jurisdiction to grant the application or not. The Board intimated that leave would be given on a definite question or on definite questions of law which would have to be settled by the Board. A decision has never been given, and the question of law has never been settled although many applications have been made to the Board to have the matter disposed of. The proposed amendment to the law, it appeared, emanated from the Railway Board.

In the subsequent discussion Sir Robert Borden intimated that a memo from Sir Henry Drayton made it clear that the Railway Board must have the right which the clause would establish, otherwise it would be impossible for the Board to fix rates commensurate with the necessity of having railways operated. He admitted, however, that there was force in Mr. McQuarrie's view and suggested as a compromise that the authority conferred by the Act be limited to three years, so that Parliament could have an opportunity of considering the situation from the standpoint of limitations, if any, upon the effects of the clause in the future, and from the standpoint of compensation. This suggestion of the Prime Minister was subsequently embodied in the act and accepted by both houses.

U. C. M. CONVENTION (Continued).

One beneficial measure passed by Parliament was the extension for a period of ten years of the law to aid in wiping out highway crossing of railways at rail level. It sets apart two million dollars to be paid out of the Consolidated fund in sums not exceeding \$200,000 per annum. Since the original exactment in 1909 the amounts expended annually have been as follows:—

1910.....	\$70,000	1911.....	\$69,109
1912.....	7,643	1913.....	20,807
1914.....	89,968	1915.....	92,099
1916.....	47,080	1917.....	46,631
1918.....	13,741	1919.....	2,337
			(to March 12th)

In the case of any one crossing the Government payment is not to exceed 25 per cent of the cost of actual construction work, and not in any case \$25,000. No such money is to be applied to more than six crossings on any one railway in any one municipality.

TUESDAY AFTERNOON.

On Tuesday afternoon the convention was formally opened by Prof. O. D. Skelton, M.A., Ph.D., representing Queen's University.

After referring to the municipal history of Kingston since its incorporation in the early thirties, Prof. Skelton pointed out that in Canada there was a tendency to divide municipal control, instead of concentrating and as indications he pointed out the various councils, commissions, boards and other bodies in the municipalities which were running certain departments.

Prof. Skelton believed that this division in control was most unfortunate in its results and he felt confident that it must be more concentrated in the future if better results were to come. He also emphasized the desirability of securing big men in the community to assume positions of municipal administration.

Prof. Skelton felt that the universities had not done all in Canada that was possible for them, but he trusted that better results would be secured in the future. In conclusion he extended a very hearty welcome to the delegates.

The Honorary Secretary, ex-Mayor W. D. Lighthall, K.C., then presented his Annual Report:—

My report this year as such shall be short; but I take the liberty to add to it a Valedictory, following my resignation last March, due to the fact that I think my work in founding and carrying on the Union is now in essence accomplished, and I have not the time to spare for difficulties of further organization.

During the past year we have closed the war period—one of stress and pre-occupation for all our large municipalities. They have continued to take a creditable and important part in supporting our armies and helping at home. They have now begun the further active duties necessary to supplement the work of the war, and to effect reorganization. But the chief outlook is the attractive one of renewed progress in town planning and other works which have been interrupted, and in fresh advances suggested by the great currents of present world thought and social upheaval.

Of special incidents of the year, the last events connect-

Private bill legislation during the session was light. There were a few extensions of time granted for the construction of railways, and some branch lines were authorized for Western Canada.

In closing this report, I cannot refrain from calling attention to the yeoman services rendered by Mr. Lighthall, K.C., Honorary Secretary, before the Railway Commission in connection with the fight against the application of the Bell Telephone Co. for authority to increase its tolls. Mr. Lighthall spent many days at Ottawa at his own expense watching every phase of the argument. Personally, I have to express my profound regret that Mr. Lighthall has found it necessary to resign the position of Honorary Secretary-Treasurer of the Union. In all the years he has occupied the post he has been a stalwart defender of municipal rights. The Municipalities of Canada, generally, little realize what they owe to him; it is only those of us who have been closely associated with him all these years who can fully testify to his splendid services, and to the great loss which the Union will suffer by his retirement.

ed with the Revised Railway Act stands out prominently. A detailed report of the exact history of the matter will be presented to this Convention: Suffice it to say here that the Senate have seen fit to arbitrarily mutilate some of the clauses protecting municipalities, and to take up and push to the limit an extreme, absurd and unconstitutional position on so-called "vested rights"—taking as a text the extravagant claims of the Toronto and Niagara Power Company. They have, in fact, run the idea of "vested rights" into the ground, created a deadlock on the subject between themselves and the Commons, and the Commons in appearance have been weak enough to practically give way.

The truth is that the City of Toronto so weakened its cause by cutting away from the Union that it lost the support it could have easily had and fell into the ditch, notwithstanding the efforts of its able mayor, counsel and officials. I hope this may be remedied at next winter's session, for that splendid municipality deserves a better fate.

The Bell Telephone Rates case was another leading incident of the year. This company applied to the Dominion Railway Board for a general increase of tolls by twenty per cent, and other rises. After a long and strenuous enquiry, ten per cent, limited to one year, was granted, in view of the large increases in wages due to the war. Other applications for increase of rates by the company are foreshadowed. The whole subject deserves close study by the Union, and the best expert advice at once.

The finances of the current year are so short as to produce a serious situation. Mr. Wilson will give the details as usual.

I have to thank our President, Mayor Bouchard, of St. Hyacinthe, for his ever courteous attention to the demands of the Union on his time. Mayor Fisher, of Ottawa, has also generously aided at all times.

The question of a new Honorary Secretary-Treasurer is now before you. I shall be glad to help you in any way in my power to see the office properly filled, although unable to continue in it myself. I shall also be ready to aid the Union, or any similar body in the future as far as my time may allow.

Will you pardon me if I now proceed to my Valedictory.

VALEDICTORY ADDRESS OF HON. SECRETARY

W. D. LIGHTHALL, K.C

I want you, my municipal brethren of Canada, to bear with me while I say a few words to you on this, to me, rather solemn day of my retirement, for to me it is the completion of what I consider a chapter of my life's work.

So rapid and complete are the changes in our municipal life—far too rapid for best efficiency—that I feel myself almost the sole survivor of a very active past world of men and events.

Not a single one of the original officers of the Union is any longer in municipal office. A large proportion are dead. My old friend, Oliver Howland, who as Mayor of Toronto in 1901 loyally helped me to found the Union, has long since departed this life. The venerable ex-Mayor Bowlby, of Brantford, always to the fore in his time, is, I think the sole survivor of the first Convention, except myself.

U. C. M. CONVENTION (Continued).

The roll of our Past Presidents shows many names which have reached distinction in other spheres, but even of the latest ones, Mayor Church alone remains a Mayor. It is the same with the original battles of our association. We were formed because of attacks, by companies and charter sharks, on our rights, in cases which have long since been decided: As a survivor of those battles and those participants, I want to say a few things to the men of to-day and to-morrow:—

First—This Union Was Founded in Patriotism.

In 1900, the Montreal Light, Heat and Power Company had just merged all the first electric companies of Greater Montreal and had obtained from the Legislature of Quebec, against the strenuous protests of the citizens, including that of Westmount, of which I was then Mayor, a new charter empowering it to enter upon, place its poles and wires along, and tear up, any street or highway in that large district—the most populous in Canada—without the consent of any municipal authority. Local circumstances threw me into the hottest of the fight and, after the charter had been obtained, I and others, saw the triumph of money and political trickery over honesty and popular right a precedent without limit in its evil presage for Canadian life and character. If money and wrong were inevitably to succeed, it was clear that all our commercial and public life would sink into a festering bog of corruption. It was equally clear that if the public could not preserve these rights, there was a sure end to our liberties, for all their rights could be similarly taken from them and sold for money. The cynical example to our young men that honesty was not the successful policy was one of the most dangerous aspects. Moreover, the triumph of corrupt money was not even good for property in general. It was inaugurating an unlimited reign of plunder, taxes, high costs, and “gatemoney.” And it would with logical certainty lead to what is now called Bolshevism, unless the forces of right and order could meanwhile find a remedy.

The Union of Canadian Municipalities was the remedy which then occurred to me. My friend Howland took up my call and, as Mayor of Toronto, convened the Convention of 1901 in that central city, he becoming the first President, and I the first Honorary Secretary.

In Toronto, and other Ontario places, the charter of the Bell Telephone Company was occasioning similar contests concerning streets and highways; although it must be said for that company that it had obtained its charter quite honestly in days before the future scope of electric enterprises could be known. In due time a reasonable view of vested rights corrected its excessive powers.

It is not necessary to go into the history of the lively struggles in Parliament and the Legislature that followed the formation of the Union. Are they not written in our annual reports and in the volumes of the Canadian Municipal Journal. But there remain vividly in memory the living portraits of able and noble-minded men who carried our standards in the forefront of the fray. Of such were John S. Fullerton, Chief Corporation Counsel of Toronto; Edward F. Clarke, M.P.; ex-Mayor

Fred Cook, one of the wisest of the circle; Sir Herbert Ames; Sir Hormidas Laporte; Chief Attorney Ethier, and Senator David, of Montreal; Hon. Mr. Barker and Duncan McKelean, K.C., of Hamilton; Senator Ellis, of St. John; Richard Paton, of Charlottetown; Senator Claude MacDonell; David Spence; Theodore Hunt, K.C., of Winnipeg; R. T. McIlreith and Judge Chisholm, of Halifax.

Others founded Provincial Unions, such as Fleming of Brandon; F. W. W. Doane, of Halifax; J. W. McCready, of Fredericton.

Sir Adam Beck, and ex-Mayor Detweiler led in the Hydro-Electric line, which was an off-shoot of our movement. But no name of honor and zeal stands higher than that of George S. Wilson, my ever high-minded and invaluable brother secretary. We were all of one mind and one spirit in the movement.

The second thing I was to say is that the Union is a great power in the state. And this notwithstanding certain limitations. After fighting for the insertion of municipal protective clauses in various single characters—such as attempts to obtain for nothing all the water powers in the West, powers over all the streets in Canada, and we framed, and obtained the adoption of the well-known standard municipal clauses. For years they have been automatically inserted at Ottawa in all electric company bills and others similar. We also took a chief part in the Act establishing the Dominion Railway Board. In battling for our principles we ran up against the most powerful and persistent combinations in the country and downed them by sheer force of right. Incidentally we demonstrated the creditable and hopeful fact that the bulk of our public men are honest and faithful to their trust, and not boodlers as is so often superficially contended.

In the protection of the rights of the people the question of rates charged by railways, street railways, telephone, telegraph, power and light companies were necessarily prominent. These all partake of the nature of monopolies, either absolute or virtual. That fact shapes certain principles for which we fought, and these I ultimately put into the following form as fundamental and permanent stands to be taken:—

Principles.

1. The Canadian people shall not be ruled by any irresponsible monopoly.
2. They shall not submit to methods of fraud or corruption.
3. There shall be no perpetual franchises.
4. Our heritage of natural resources affecting municipalities must not be sold, but leased, if not publicly operated.
5. One generation cannot legislate away the rights of another.
6. Municipalities must control their streets.
7. Each Canadian shall have a fair deal from all who are granted corporate or other public privileges.
8. Some court or council must always exist free and equipped to enforce the fair deal.
9. The life of the poorest citizen must be made worth living, through his share of the best civic conditions and services.

U. C. M. CONVENTION (Continued).

They express forms of our original British constitutional birthright of personal liberty and right. In asserting them under fire, we have in fact been making constitutional history.

The third thing I want to say is that **we are now at the beginning of a vastly important struggle** which is connected with the foregoing principles. Control of all the essential necessities of life—bread, meat, oil, shoes, rubbers, textiles, have recently passed into the hands of mergers which are virtual monopolies. By the nature of monopoly the monopolist fixes his price. The era of the laws of supply and demand has thus passed away. The people will not obtain the fair deal unless these irresponsible monopolies are absolutely controlled. In bringing about such control—in which process I believe a series of special tribunals like the Railway Commission are necessary—it is the duty of municipal men to take a leading part.

The fourth thing I wish to say is that fighting has not been our sole aim, but rather we have principally sought to confer together for improvements in all that concerns the happiness of our communities. When we visit the cities and towns of both East and West, the results of the Union's past work in pressing for parks here, incinerators there, and vast systems such as the Government telephones of the three prairie provinces, testify to the imprint we have been able to make by thus standing together, by thus standing together we are indebted for much light on these things to the municipal men, and Unions of the United States, as well as to those of Great Britain, with whom we have kept up a constant contact. The National Municipal League and its splendid Secretary, Mr. Clinton Rogers Woodruff, have been invaluable.

The fifth thing I wish to say is that **Municipal office is a great privilege, a great opportunity for service, a dignified and most important part of the Dominion's system of government.** Not only so in itself, but in this and our Provincial Unions, the humblest holder of office in the smallest rural municipality will find that he has an opportunity outside

his local circle, to help forward and upward the whole national life—be it only by faithful attention to a part of the work of his Union, or by some loyal and inspiring word fitly spoken at a Convention. And I have taken some personal satisfaction at times in feeling that this Union has enabled me to help at introducing far more beneficent legislation into Parliament, and to contribute far more to the establishment of beneficent institutions like—rural telephone systems, hydro-electrics, parks, playgrounds and so forth, than at least nine-tenths of our Members of Parliament.

We have seen the mayoralty of our principal cities eagerly sought by Cabinet Ministers and Senators as a crown to their careers. It is so because they recognize the large field open to municipal activity.

My advice then is to value highly your municipal office, and regard it from the point of view of an opportunity to serve, and of making as many human beings as possible happy.

The sixth thing I want to say is: **Do not let this union die.** It will always be needed. Even were it to fall to pieces temporarily, it would have to be recreated, because the needs for which it has existed will continue. Appoint a small special committee to consider its future. Find an energetic and zealous secretary, knowing Canada well and if possible speaking French. Let him study the methods devised out of our experiences of the past twenty years, and improve on them if he can.

Form some good financial plan which may afford a permanent and adequate support to the institution, which it has lacked in the past. Bring the permanent officials into our councils. Make the Union thus a permanency in place of an interesting makeshift. It will then have a more regular place and a still more powerful influence.

My last word is an appeal to you to **preserve the spirit in which the union was established.** If it should fall down to self-seeking for salaries and positions, it will go to pieces, and rightly so. But if its single and persistent aim be to advance the ideal of a happy and free people, it will have a field as large as the Empire, a message as profound as life, and results as far reaching as time itself.

THE VALUE OF PROVINCIAL UNIONS OF MUNICIPALITIES

Mr. Arthur Roberts, K.C., Secretary of the Union of Nova Scotia Municipalities, then read his address on "The Value of Provincial Unions of Municipalities."

"In this age of Unions, with much of Unionism gone mad and overleaping itself, it is well at our Conventions to "take stock" of our own Unions, to consider whether the records justify their continuance, and if so, have they become slightly "fly blown" or "shop worn", or are they in a proper state of repair and efficiency for the work in their own particular sphere of influence in the civic life of Canada under the trying conditions immediately before us. With this end in view, and hoping to evoke constructive criticism, let us for a short time discuss the Provincial Unions.

It is stating a truism to say that the value and success of all Unions depend on the men behind them. Unions for purposes unimportant and trivial with good men in charge may prove to be of real worth in the life of the community, which in the hands of unbalanced amateurs might be not only useless, but positively mischievous. On the other hand, Unions for which there is a crying necessity, because of lack of energetic and sane management, may have a humdrum existence and an untimely and inglorious end. But at the first the interest, sympathy

and enthusiasm which the Union will arouse will very largely depend upon its platform, the principles for which it stands and the work it seeks to accomplish. With this criterion then, is it not obvious that Municipal Unions at least started with a fair promise of public sympathy and support and with every expectation of doing splendid work in the public service. The pioneers in the good work could surely say—

"Tis not in mortals to command success,

"But we'll do more, Sempronius: We'll deserve it."

There was then—a tide in the affairs of men which, taken at the flood" might lead on to municipal good fortune.

Of the three governments under which we live—the Federal, the Provincial and the Municipal, it is the latter with which our citizens come most directly and continuously in contact, which has most to do with the comforts and conveniences of their life, and for whose maintenance they make the largest contributions, and yet, if not now, at least at a time within the memory of all of us, it was the one with respect to which they showed the most indifference. But during the present generation there has been a decided change in public sentiment, from year to

U. C. M. CONVENTION (Continued).

year more and more pronounced, with a corresponding yield of beneficent results to the public. It is not too much to say that during recent years in Canada, and in other parts of the British Commonwealth, and in other Countries as well, there has been a great awakening in all that pertains to civic life. Lord Morley in his *Recollections* speaks of the time when the people in the old country began to realize, more than ever before of the importance of the "elevation of municipal life, its duty, its dignity, and the energetic extension of its activities." And can we not say also that our people here are becoming stronger in the conviction that whatever makes for better conditions in municipal government, for honesty and efficiency, and for a fuller recognition of the principles that tend to good citizenship, is at least deserving of their very serious consideration, and of their "eternal vigilance" not only as the price of their civic liberty, but of municipal efficiency as well. And as a natural product of this awakening we have our numerous, but not too numerous, Civic Improvement Leagues and Clubs, Canadian Clubs, and Kindred Associations, and last, but not least, our Union of Canadian Municipalities and our various Provincial Unions of Municipalities.

It is not necessary or in the place for me on this occasion to refer more particularly to the conditions that brought about the organization of the Union of Canadian Municipalities, but I do wish to place on record, especially in view of the pointless and often times ignorant criticism that we sometimes hear, my own opinion, the opinion of one who for some ten years has been closely identified with and intensely interested in municipal life and the cause of good citizenship generally, and who knows whereof he speaks, that the Union of Canadian Municipalities has proved an inestimable boom to the Municipalities of Canada, and that we are under an immeasurable debt of gratitude to its promoter, and main stay during all its years, Mr. W. D. Lighthall. And not the least, may I be permitted to say, of the many good works of that Union is the fact that it is directly entitled to the credit of the birth of the Provincial Unions of Municipalities. And they are offspring of which the parent Union need not be ashamed, for they have the same high ideals and splendid standards to do, and have done, in the Province the same good work that the Canadian Union has done for Canada as a whole. Surely then to this convention more need not be said in proof of the value of the Provincial Unions. Let me, however, tell you not so much in way of proof, as by way of illustration, a little about the Union of Nova Scotia Municipalities, of which I have had the honour of being the Secretary-Treasurer for the last ten years.

In August 1906 the 6th Annual Convention of the Union of Canadian Municipalities was held at Halifax, and part of its good work was to suggest and to actively assist in the organization of the Union of Nova Scotia Municipalities. Even if nothing else resulted from the long journey of many of the delegates to that gathering, that fact alone was sufficient compensation, for the Provincial Union then started, as I shall endeavour to show, has much more than justified its existence. On the splendid foundation then laid and from the inspiration then given, its growth, if gradual, has been steady and uninterrupted, until to-day it is stronger than ever before, is full of life and vigour, enjoys the fullest confidence and support of all its members, as well as of the public generally, and has undoubtedly become one of the established institutions of the Province. Starting with a membership of the two cities, eight town, and two rural municipalities, twelve in all, and with an attendance of twenty-five delegates, it now has an active membership of the two cities, thirty-three towns and twenty rural municipalities, making a total of fifty-five; and the attendance at our conventions in recent years has ranged from seventy-five to one hundred, according to the accessibility of the place of meeting; while three days with an evening session is fully occupied in carrying out the excellent programme invariably provided.

As with other Municipal Unions, one of our avowed objects, and the one on which at first particular emphasis was laid, was "the guidance and improvement of legislation upon municipal questions, and the securing of united action for the protection of individual municipalities and municipal interests as a whole against legislative enactments." Because of this we were looked upon by some with a feeling akin to suspicion and distrust. Why?

Well, politics perhaps: but in fairness to our people more should be said.

The party spirit in Nova Scotia has always been strong, and it has not had an altogether inglorious record, and has had qualities deserving of admiration and commendation. In the years gone by it was not without usefulness and justification, and there are many who still claim that it is indispensable to our welfare and progress. Nova Scotia had the first legislature of any of the British Colonies, and never since our very early history great interest has always been taken in public affairs. Nova Scotia has been the breeding place of statesmen. Even at this day we have given Canada its Prime Minister, and to be impartial, we have furnished the opposition with a leader as well. And before confederation,

An organization, therefore, claiming to be non-partisan, but with the avowed intention of criticizing the Government and of endeavouring to influence the legislature was something new. Is it any wonder that some of the more preferred supporters of the Government were doubtful of the necessity for its existence and honestly sceptical as to whether it could be kept free of political influence and bias. But that is all now merely a matter of history. Time with its healing wings has allayed the feelings of distrust. We have no politics. On the contrary, we wish to be on the friendliest terms with the Government of the day, irrespective of which political party is in control, and to be of assistance in promoting and protecting municipal rights and interests. We have consistently lived up to this principle, with the result that we have the full confidence and respect of both political parties. In recent years Premier Murray during the debate on a municipal measure in the House said

"Municipal government is a problem which the people of Nova Scotia have faced with considerable courage. . . . I believe the protest of the large numbers of responsible citizens represented by the Union of Nova Scotia Municipalities should be considered."

In the early days we were very careful to see that the representation on our Executive was about evenly balanced in respect to political affiliations. We never think about that now. The opportunity that our conventions offer for dealing with municipal questions on their merits and on business principles in thoroughly appreciated by our municipal men, and has proved to be of real value to the public.

With respect to the Legislature and the Government we have not had very much cause to complain. Our troubles have not been very many, nor very serious, and when serious were not of long duration. Our work in this connection was principally in the early years of the Union, and is now of interest only as a matter of history. We had a fair measure of success.

When the Union was organized, the municipalities of Nova Scotia, with possibly the exception of Halifax, had no control over their streets and roads as against corporations which were authorized to tear them up and to string wires practically wherever they saw fit. Such restrictions that were in the charters were practically of no benefit to the municipalities. We at once became vigilant in watching legislation, and in the case of all proposed Acts granting charters to public utility corporations endeavoured to induce the Legislature to insert the so called "Municipalities Amendment", providing that the streets and roads could only be used by agreement with the municipality concerned, and if no agreement could be made, then by the Board of Commissioners of Public Utilities. In every case we were obliged to fight the promoters. We were usually successful, but sometimes only after strenuous and persistent effort. We soon commenced an agitation for and had introduced a general bill providing for the insertion of the "Municipalities Amendment", in all charters and applicable to all companies. At several sessions of the Legislature it failed to pass, but we kept up the fight, and in 1914, much to our satisfaction and encouragement, it was enacted as an Act to amend the Public Utilities Act. It was a decided victory for the Union and our municipalities, and did much to lighten the labours of those members of our Executive who had particularly in charge the watching of legislation. That is still the law with respect to our Provincial charters, and we are not apprehensive of ever being called upon again to renew the fight in that connection.

U. C. M. CONVENTION (Continued).

In our early days also we found, much to our surprise, that our towns had not full control over their streets, for the erection of poles, and for similar purposes without the permission of the Legislature. This meant that the towns could not without such permission enter into or allow competition with companies operating public franchises, as some of them wished to do, for the purpose of freeing their citizens from an oppressive monopoly. The Government or Legislature at that time apparently believed in the questionable theory that they had to protect the rights and privileges of companies of their own creation. It turned out that publicity alone was needed to put that matter right, and after some agitation, an Act was passed in 1911 restoring to our towns their rights in their own streets, and giving the Council full control over them. That also was a cause of great satisfaction to us, and particularly at the time meant very much to some of the towns.

In 1912 an amendment was passed to the Assessment Act respecting the taxation of banks, on the strength of which, to the surprise of our Municipal Authorities, the banks asserted that they were only liable for their Provincial tax, and claimed total exemption from municipal taxation, which contention was upheld by some of our courts, and meant a serious inroad on the revenues of our municipalities. The next year, however, solely through the work of the Union and its influence brought to bear in different directions, in spite of the violent opposition of the banks, this amendment was repealed.

We have in our Towns' Incorporation Act a provision limiting the right to vote at town elections and at town meetings to ratepayers whose taxes have previously been paid. Repeated and persistent efforts have been made from time to time to repeal this law, but, responsive to the expressed wishes of the Union of Nova Scotia Municipalities, the Legislature has so far refused to make the change.

At various times we have had the privilege of consulting with the Government over the revision and consolidation of various Acts concerning municipalities, such as the Towns' Incorporation Act, The Municipal Act and The Assessment Act, and usually our suggestions were accepted, much to the advantage of our municipalities.

There has been a growing tendency with our Legislature for some years to encroach on the rights of municipal home rule, particularly as to appointments to office, with respect to which our municipalities have to provide the salaries. We have to the best of our ability protested against any extension of such curtailment of our rights; and generally have been vigilant in watching all proposed legislation affecting municipalities, and have as well in various instances been of much assistance to individual municipalities in promoting their interests in the Legislature.

Even if in the future it will not be necessary to repeat the work of the past, the very fact that as a Union we are on guard and ready for concerted action should the occasion demand it, is in itself a sufficient justification for the continuance of our organization.

We have also done good work outside of the Legislature. Let me mention particularly the preparation of a standard set of town by-laws by a special committee of the Union, of which the Government approved, and financially remunerated the members of the Committee for their labors. These by-laws supplied a long felt want. Many of our older towns have adopted them, and they are of course very useful to the new towns, and mean a very considerable saving of expense to them.

We have not, however, been successful in all our efforts. Ever since 1910 we have been endeavouring to impress upon our Provincial Authorities the necessity for, and the great assistance to and protection of our municipalities that would be provided by, the establishment of a Department of Municipal Affairs as a part of our governmental system. We are well aware of the excellent service these Departments in the other Provinces are giving to their municipalities, and that such Departments have been endorsed and strongly recommended by the Union of Canadian Municipalities. The Conservation Commission of Canada, The Civic Improvement League of Canada, The Good Roads Congress of Canada, and other kindred associa-

tions, and by a well informed and ever growing public sentiment. In our interviews with the members of the Government they professed to be sympathetically interested in our representations, but as far as we know they have not yet reached any definite conclusion in the matter. We shall continue to lead and to educate public opinion with the hope that before long such opinion will insist on our being up to date in this respect with the other Provinces.

We have taken particular pride in our annual conventions. They have been successful and profitable from every standpoint. Not only have they served as a much appreciated clearing house for the interchange of municipal experience and ideas, from which our best men in municipal life, including the permanent officials, have derived much benefit and encouragement, but they have also served as an educational institution for all of us in high ideals of citizenship, and for the general public as well; for our reports, for the printing of which our Provincial Government is good enough to pay, have a wide circulation in the Provinces and out of it and are much sought after. They find their way annually to very many of the municipal and public libraries in Canada and in the United States, and even to far away Australia. We can truly say, to use the words applied to the Union of Canadian Municipalities, that our Union

"—is a body of far greater public influence than can
"be gathered from the history of merely the actual
"measures it has initiated or promoted. It has
"been a steady educator of public opinion, of that
"public mentality which, after all, is at the root of
"all progress."

URGING KINGSTON'S CLAIMS.

Mr. F. King, K. C., general counsel for the Dominion Marine Association, referred to the disaster at Port Colborne where the mammoth elevator, in which grain was stored pending transshipment, had been destroyed by an explosion. He pointed out that the magnitude of the disaster was not fully realized but that as Port Colborne was not now available and Buffalo was barred for transshipment, the only alternative was to ship grain to Georgian Bay or make use of the facilities at Kingston.

Mr. King said that the boats from the Northwest used to come as far as Kingston but as they had become larger and larger with the passing of years Port Colborne had become the point of transshipment. The larger boats could not pass through the Welland Canal and consequently the facilities at Kingston owned by the Montreal Transportation Company, had been used less and less, until this Summer these elevators were closed down.

He presented the following resolution which was afterwards carried.

Resolved, That the Union of Canadian Municipalities in general meeting now assembled, desires to record its profound regret that the unfortunate disaster at Port Colborne has at so critical a period increased the difficulty of marketing the Canadian grain crop.

The Union realizes the great part that the Port Colborne elevator was playing in the work of moving grain from the West to the sea board and in taking care of transhipped cargoes from large upper Lake vessels pending the building of the new Welland ship canal.

With transshipment prevented at this port and with Buffalo barred to Canadian grain it is essential that the facilities of every other port for transshipment or storage should be utilized to the fullest extent possible, and the Union pledges its support to the Government of Canada in the effort to meet the difficulty in the municipalities directly interested.

The attention of the Government is particularly called to the fact that at the Port of Kingston, Ont., the elevator of the Montreal Transportation Co., Ltd., of 800,000 bushel capacity and with a splendid operating record is now idle largely on account of the temporary drift of transshipment to Port Colborne, and that while capable of being re-commissioned in about ten days' time it will probably remain idle unless the Government intervenes, and this Union urges upon the Government the extreme desirability of action with a view to placing this important house in operation with the least possible delay.—Carried.

Value of Provincial Departments of Municipal Affairs

The Convention was fortunate in having present the three pioneer deputy ministers of municipal affairs in Oscar Morin, Deputy Minister of Municipal Affairs, Quebec; J. N. Bayne, formerly Deputy Minister of Municipal Affairs, Saskatchewan, and now of the Local Government Board, and John Perrie, Deputy Minister of Municipal Affairs, Alberta. The addresses of these three gentlemen contributed much to the value of the convention and their summaries of what was being actually accomplished in their respective provinces were especially valuable.

MUNICIPAL AFFAIRS IN QUEBEC.

Mr. Oscar Morin, K.C., Deputy Minister of Municipal Affairs of the Province of Quebec opened with an address on the new Department of Municipal Affairs of that Province As this address has already appeared in the August issue of the Canadian Municipal Journal it is here omitted.

MUNICIPAL DEPT. OF ALBERTA.

Mr. John Perrie, deputy minister of municipal affairs in Alberta followed with an account of the work of the department in his province, as follows:—

"In dealing with this question, it is probably well that we should first consider what we mean by a Department of Municipal Affairs. A Department of Municipal Affairs is a department of a Provincial Government dealing entirely with Municipal matters. It is a Department which is closely in touch with all the municipalities of the Province, and as far as possible is an authority on all municipal matters. It is a department which keeps in touch by research, investigation and every other way possible with the problems which are continually being met with by municipalities, so that it may be in a position to give advice or direction as to what should be done to overcome these problems. Municipal problems are ever with us and always changing. If a municipality should be found that has no problems to deal with, no difficulties to surmount, then it is safe to say that there is something wrong and that the future has little in store for it. With growth and progress in municipal work, as in all other work, there must always be difficulties to contend with.

A Department of Municipal Affairs is a department, as I have said, which should have a knowledge of municipal problems, including, of course, a knowledge of the ever-interesting question of methods of taxation and should be able to give reliable information and advice on these matters. It is of course a department that has a thorough understanding of the different laws of the Province affecting municipalities and that is able to interpret the different provisions of such laws. Such a department will also be an authority on the different forms of municipal by-laws, the drafting of such by-laws, the effect such by-laws will have if put in force, and will keep in touch with Court decisions and any other things that will affect the putting into operation of any municipal by-laws.

In dealing with the question of the value of such a department, it is necessary that we should next look at what is the source of success or failure in the carrying on of municipal business. One of the main factors in the efficient administration of business in a municipality is the existence in the municipality of an active and enlightened public opinion. Given this as a basis to work upon, the business of a municipality is likely to be efficiently administered, as if the public keep in touch with what is going on in the municipality and are sufficiently interested to exercise their franchises properly, they will place a Council in charge who will see that the work of the municipality is properly carried on. Even under these circumstances, which are ideal, and probably not as prevalent as they ought to be, a municipality will be confronted with difficult problems from time to time. A department of Municipal Affairs can be of assistance to such municipality in dealing with such problems, because on account of the research in such matters, it should have knowledge of what has been found a satisfactory solution elsewhere, or if the difficulty is an entirely new one, it should, because of training and experience in municipal matters, be

in a position to advise as to what might be done to meet the difficulty. It may be that the situation is such that it can only be dealt with by special legislation and if such is the case, the department can be of great assistance, as on account of being in touch with matters of this kind at all times, it is in a position to give valuable direction and advice as to what form the legislation should take.

Then again a department is in a position to assist in meeting inquiries which such a Council would no doubt make as to how they may most economically carry on the business of the municipality. For example, they may be of the opinion that one of their public utilities is costing them too much. The department with its inspector's and auditors' reports has comparative figures as to the cost of such a utility in other municipalities similarly situated and is able to give information that would be of assistance. If these comparative figures show similar service being given elsewhere for a lower rate, then they can be directed to try the scheme that is proving more successful than their own. In addition to these comparative figures being available through the department, there will also be available information as to any new feature of municipal development, which may be of advantage, as it is the business of a municipal department to get in touch with any new development in municipal work that may be of value.

Where unfortunately the electors do not keep in touch with the business of their municipality, or are not taking an active interest in it, the department is of assistance in stimulating public interest. Municipalities are regularly inspected by officials of the department. If it appears that business is not being carried on as it ought to be, the reports of the inspections forwarded to the Council through the department, will draw attention to the fact and point out what action would seem advisable and urge that something be done. It is very easy for a body of men placed in authority to allow the business of a municipality to drift without their noticing where it is going. Councilors, particularly in the smaller municipalities are busy men, who too frequently give little time to municipal affairs, consequently things may get into rather bad shape unless some action is taken. A municipal inspector, having training and experience in such matters, can usually very readily detect where the weakness lies and indicate the remedy, or report the situation so that the Department may take the necessary action.

Where it is impossible to stimulate interest, it may sometimes be found necessary for the department to exercise the power which they have to place the municipality in the hands of an Administrator. Taking charge of the municipality in this way makes it possible to have the business placed on a proper footing, and after a short time control may be again placed in the hands of an elected council. The appointment of an Administrator also usually has the effect of arousing the attention of the ratepayers so that in future they will take the necessary interest in their affairs.

The organization of municipalities is another phase of municipal work which comes directly under the control of a Municipal Department. Without such organization being controlled by a Department in touch with such matters, the results are not likely to be satisfactory. One source of municipal trouble in our own Province, prior to the organization of a Department of Municipal Affairs, was the fact that many of our urban municipalities had been organized with altogether too large an area. The land owners asked for their lands to be incorporated within the boundaries of the proposed town without stopping to think what it would mean to them, and therefore, in many cases, large areas of farm lands were included within the boundaries of urban municipalities. The result was disastrous, as it gave too large an area for the municipality to look after and it placed such heavy taxes on what were really farm lands that they could not be profitably used as such. In some cases it will still take years to remedy mistakes of this kind. Action has already been taken in many cases. There are instances where over 1,000 acres have been withdrawn from some of our towns and the area is still large enough. If there had been a Municipal Department in existence when these towns passed from the status of a vil-

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lage to that of a town, this need not have happened, as this is of course part of the business of a Municipal Department to scrutinize very carefully all applications for incorporation, and to see that no unnecessary land is included; also to see that there is sufficient population to warrant organization.

The organization of rural municipalities and villages is of course also carried out by the Municipal Department, as well as the organization of towns. In municipal organization, as well as in other work, it is important to get away to a good start. With the organization in the hands of a department which has experience along these lines and which is devoting its attention entirely to municipal work, the organization is more likely to be successfully launched, than it otherwise would be. In rural organization care is taken to see that the territory has sufficient population to warrant organization, and that the area is not too great or too small to insure economical and successful administration of affairs. In the organization of a village, which may be the starting of a future city, care is taken to see that the location is a proper one, that there is sufficient population to warrant organization and that the area is not too large. In all new organization care is taken to see that they start out with a knowledge of the Act under which they were organized and have a proper office equipment.

Much assistance is given by a Department of Municipal Affairs, not only by the interpretation of the laws under which the municipalities carry on business, but in the criticisms of the municipal by-laws and direction as to what change should be made, so that such by-law may be put into proper shape so as to accomplish the object for which they are intended. During the last seven or eight years during which there has been a Department of Municipal Affairs in the Province of Alberta, much assistance has been given to municipalities along these lines, especially to the smaller urban municipalities and the rural municipalities.

It might be noted in this connection that it is the work of a municipal department to give assistance in framing by-laws, as well as by criticism. This is particularly true in regard to rural municipalities and the smaller urban municipalities. Many instances could be cited where municipalities have been saved a good deal of trouble and expense in this connection, so much so that it has been found advisable to require that certain important by-laws should be submitted for approval by the Minister of Municipal Affairs, before they can be put into force; the idea being to protect a municipality from the trouble that would result from their trying to enforce by-laws that are unworkable or which are illegal.

Another phase of this work is the provision made for uniformity of records. The form of records to be used by municipalities are the forms authorized by the Minister of Municipal Affairs. One result of this is the reduction in the cost of such records. This is probably not of so much importance to the larger municipalities, but to the smaller, it is very beneficial in reducing their expenses. It also makes the work of comparing cost of administration between the municipalities much easier, as it permits of uniform auditors' reports being filed with the Department. When the municipal department in the Province of Alberta was organized, it was found that there were practically as many different systems of bookkeeping in use in the towns of the Province as there were towns. This made it necessary for each town to have the records printed specially for its use, it made uniform audits impossible and also prevented a comparison between the work of the different municipalities.

Valuable assistance is also frequently rendered in connection with the problems relating to taxation, collection of delinquent taxes and so on. Here again the information and experience made available through the department and the interpretations they are able to give of certain laws affecting taxation, seem to be much appreciated.

It may be that a municipality has trouble in interpretation of the laws under which it is governed; it may have trouble in understanding what powers it can exercise by by-law. It may be that it has got into trouble in one of many different ways and seeks a way out. A department should be able to give much assistance. Then again, it may be that it has found that the cost of some of its utilities seems to be excessive and inquiry is made as to a cheaper method. A department with comparative fig-

ures from other places will be able to assist by placing at their disposal, information as to conditions reported in other municipalities.

Small municipalities sometimes suffer loss and acquire bad business habits because of incomplete audits, a department may do much to help this by checking auditors' reports and controlling the appointment of auditors. We have recently started work along these lines and have been able to render good service to a number of our municipalities in this way.

At times it may be necessary for the Department to take drastic measures. A municipality may be falling behind in its debenture payments. It may not be financing properly. It may be necessary for the department to direct and possibly take charge of affairs to a certain extent. I have in mind one case in our own Province. The finances of a certain town were in bad shape. The tax rate had been at a low rate for years and they were not raising sufficient revenue to meet their requirements. They were heavily indebted to the bank, they were behind with some of their debenture payments. Suit was being brought against them. The Department was appealed to. We took the matter in hand; found out what part of their Assessment Roll might be called a "live Assessment Roll" and advised that a rate of taxation should be levied on such live part of their assessment roll which would clear up their outstanding indebtedness. The necessary rate was levied. It was high—141 mills, but the taxes were levied and paid. The finances of the town were placed on a proper footing and have been in good shape ever since.

In closing it might be of interest to set forth the Acts administered under the direction of the Minister of Municipal Affairs in the Province of Alberta.

We have as yet no City Act in force. Our cities carry on business each under its own charter, but they are to a certain extent subject to the control of the Minister.

The towns, villages and rural municipalities are organized and administered under the Acts known as "The Town Act," "Village Act" and "The Municipal District Act." The question of payment of outstanding taxes is dealt with through the Acts known as the "Arrears of Taxes Act" and "Tax Recovery Act." The assistance which it is sometimes necessary for rural municipalities to give in the way of seed grain advances, is dealt with through the "Municipal Seed Grain Act." Our rural municipalities may combine to carry on the business of Hail Insurance under the Act known as the "Municipal Hail Insurance Act." Soldiers' home property is protected through an Act known as the "Soldiers' Home Tax Exemption Act." The trouble which has arisen in a few of our larger municipalities, in connection with some of their debentures may be given attention under the Act known as the "Act to Ameliorate Financial Conditions of Municipalities." Disputes between municipalities in connection with their accounts payable for services rendered in connection with the recent (1918) epidemic of Spanish influenza is provided for by a special act passed for that purpose. Provision has been made for the clearing up of a lot of our unnecessary subdivisions by an Act known as the "Subdivided and Other Property Act."

The Minister also directs the administration of certain Acts dealing with taxation. Agricultural lands which are being kept idle for the benefit of the speculator, are taxed under the "Wild Lands Tax Act." Lands that are not within the boundaries of any organized school district but benefit indirectly from the educational system in force in the Province, are taxed by the department through the "Educational Tax Act." An Act to provide additional revenue for the Province, known as the "Supplementary Revenue Act" is also administered in this department. Where lands are in organized areas these taxes are of course levied through the municipalities, but elsewhere they are levied direct by the department. In addition, the outlying lands which are not yet thickly enough settled to warrant organization into rural municipalities, are taxed for the purpose of raising revenue for the needed improvements in those localities. This taxation is carried on under what is called the "Improvement District Act." This is also administered under the direction of the Minister of Municipal Affairs. There is also in force in our Province an Act known as the "Town Planning Act," which is administered under the direction of the Minister of Municipal Affairs. Up to the present time there has not been much use made of this Act, but it is to be hoped that it will be made to the front in connection with our municipal work in the near future than it has been in the

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past, especially in connection with our larger urban municipalities.

The organization of a Department of Municipal Affairs through which the laws of the Province, under which municipalities are organized and carry on business, as well as the laws under which they do certain particular work, are administered, places such administration in the hands of a department devoting its whole time to municipal work or work closely related to municipal work. It is, therefore, a department which more readily than any other understands the viewpoint of the municipality, and places at the disposal of the municipalities in the Province, through the medium of one central department to which they can go for assistance, a great deal of valuable material gathered by experience and research, and places also at the disposal of such municipalities, services of officials who because of their training in municipal work and through their coming in contact with many municipalities and the many-sided municipal problems, are able to give advice as well as direction as to how the ever recurring problems may be solved.

Municipal government touches our daily life more closely than any form of government with which we come in contact. We come in touch with our municipal government practically every day; in many ways it means more to us than our Provincial Governments or our Federal Government, yet there is no work which is often taken more lightly or subject to more abuse or neglect by those responsible for the election of councillors and for the carrying on of the work of the municipality. This should not be so and any move that will help to give the administration of our different municipalities the position of importance that it should have, that will magnify the position of a member of a municipal council, that will help to make a high standard for this work and to maintain it, is not only a move in the right direction, but it seems to me that it is imperative that such a move should be made if municipal government is to have the important position in our country that it should hold.

With a truly efficient administration of affairs in our different municipalities much may be done for the country at large, as the field of municipal affairs is frequently a training ground for those who in after years become leaders in the Provincial Governments or in the Federal

Government. The result of efficient municipal administration may be made very far reaching indeed, and there is no question in my mind but that a Provincial Municipal Department can be of great value in bringing about improved conditions in respect to the administration of affairs in our municipalities by the constant supervision exercised by such a department and where a high standard has been reached the same careful oversight can do much towards keeping municipal government progressive and efficient and worthy of the high position it should hold among the governing bodies of our country.

Mr. J. N. Bayne.

In rising to continue the resolution on the value of provincial departments of municipal affairs, Mr. J. N. Bayne remarked that it was to be regretted that illness in his family had prevented the presence of Mr. J. J. Smith, Deputy Minister of Municipal Affairs in Saskatchewan. He was happy, however, to welcome Mr. Morin and Mr. Perrie into the ranks of department of municipal affairs, especially the former who had been the latest addition.

He declared that for the past sixteen years the department in Saskatchewan has endeavored to work with the municipal institutions of the province and that many have come to Regina for assistance and advice. Referring to the work of the department he pointed out that uniform inspection of all municipal offices and accounting was insisted upon and he also spoke of the local government board and its duties of supervising the debenture issues of cities, towns and villages. Municipalities have sometimes been noted for borrowing not wisely but too well and the scrutinizing eye of the department has been very beneficial. The results sought by the departments in both Saskatchewan and Quebec, were much the same. Municipalities are not permitted to invest sinking funds in their own securities without permission of the local Government Board. Another important branch of the department was the town planning branch with a director who worked along with Mr. Thomas Adams, town planning expert of the Dominion Commission of Conservation.

City Treasurer Sampson of Outremont could see no harm in investing the sinking fund in the municipality's debentures if proper provision were made for redemption.

Mayor Hardie of Lethbridge believed there was too much paternalism in such a department and he was one of those who was out for home rule for cities.

UNDEVELOPED WATER POWERS

Mr. A. Amos, Chief Engineer, Hydraulic Service, Quebec, delivered an address on Undeveloped Water Power as follows:

Gentlemen:—The water-powers of Canada! The water-powers of Quebec! What alluring words to a great many promoters; what promises to many prospectors. One might almost think that a water fall is as valuable as a gold mine. May I inform you immediately that such is not my opinion. One day, a gentleman very much interested in water-powers, and who had obtained a valuable grant from the Government, came to my office and said: Do you know? I think that a power concession is merely an authorization to spend a lot of money.

I do not agree with that statement either, although I do believe that a person wishing to obtain a water-power grant must be well organized financially and be gifted with an energetic character with much perseverance—in order to be able to realize a development.

If anyone of you, gentlemen, has tried to acquire flooding rights, he will no doubt agree with that statement.

In my Province there are still of course a great many undeveloped power-sites, both in the populated districts and northward in the great uninhabited New-Quebec.

Recently, the Hydraulic Service was called upon to make a statement regarding the assets of Quebec in this regard and it was thought proper to consider separately the power-sites that might be useful to the present generation and those that would only benefit our grand sons and nephews. This division line was fixed along the 50th parallel so that if you cast a glance on the map you may see that we have practically admitted as being out of reach for the time being, more than two-thirds of the Province.

Let me say incidentally that I was not quite right in doing so for we have actually issued a lease for a water

fall near the 57th degree of latitude, at about the middle of Hudson Bay!

But nevertheless, we have roughly estimated the energy of the water falls below the 50th parallel to represent in round figures, 5,000,000 H.P. If we assume that the remainder of the Province is equally well provided with water falls, it would then have some 10,000,000 H.P. scattered in the wilds of the Labrador and Ungava districts; but these figures are merely hypothetical and personally I do not attach a great importance to them; I believe rather that we had better concentrate our thoughts and abilities on the sites that are at our very doors and waiting on our initiative to supply us with all the commodities that their energy represents.

To that end, the concurrent goodwill and best brains of our Government, at Ottawa, Quebec and Toronto must unite in order to find the means of solving the many difficult problems that are involved.

As you know, rivers are of two classes, the navigable ones and the non-navigable.

Although this division is simple enough, yet innumerable disputes have from time to time arisen owing to the difficulty of getting a correct definition of what is a navigable stream. For instance may I mention the case of the Ottawa river which was declared navigable near Ottawa only by three Judges against two in the Appeal Court. If a river be navigable, then its bed is vested in the Provincial Government notwithstanding the fact that the Federal Government controls the works that may be built thereon.

Consequently any applicant for power on the St. Lawrence, on the Ottawa, or the Saguenay, etc., must negotiate with two or three Governments. In the case of the Ottawa, the third Government, that of Toronto, intervenes as this river is the interprovincial boundary.

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You may therefore see that it would be desirable that as regard such rivers a uniform policy should prevail and that similar conditions by the three authorities would be of great advantage to prospective users. Possibly, however, I had better not keep you on difficult cases and expose preferably what is done in other rivers where only one Government has charge.

I stated a minute ago that the rivers were divided into two classes; navigable and non-navigable. The beds of non-navigable rivers are either private property or form part of the public domain. Before 1884 the Provincial Government used to grant land lots bordering rivers without any special reserve in regard to the water rights adjoining these lots; it followed that when a settler had obtained his letters-patent, he became ipso facto proprietor of half the adjoining stream. In consequence a good many water falls have thus passed into private property and were developed at an early date. In 1884, owing to disputes for water rights, the Government became aware of the value of water-powers and a law was passed creating a reserve in favour of the Crown three chains in width (about 200 feet) along all non-navigable rivers.

The result was that, remaining since that date riparian owner, the Crown retained all rights in the bed streams, and its leases on such rivers do away with many former troubles.

May I now give you a short account of these Government leases:

Originally, i.e., about 1867 the sites were sold outright for practically a nominal sum as mill sites. Then some thirty years later or about 1897 somewhat more severe conditions were imposed and prices were raised a great deal. Such was the case of the great Shawinigan falls, sold for \$60,000, with the obligation of spending \$3,000,000 within a few years.

Then about 1909 the principle of the emphyteutic lease began to be applied and since that time has been generally adopted almost to the exclusion of sales.

I do not know whether emphyteusis is well known outside of the Province of Quebec and I beg to explain what it means in a few words: it is a contract by which the proprietor of an immoveable, conveys it for a time to another, which cannot be shorter than 9 years nor longer than 99 years, the lessee subjecting himself to make improvements, to pay the lessor an annual rental and to such other charges as may be agreed upon, etc. You will note that this sort of lease differs from other leases by the fact that the lessee (provided he fulfills his obligations) becomes the real proprietor of the object conveyed for all intents and purposes; he can sell or mortgage the property, and do all improvements he wishes.

At the end of the lease the lessor takes back the property, as well as the buildings thereon, and may then enjoy all the improvements made unless he wishes to renew his contract.

I shall not say more about emphyteusis as full details may be found in the Civil Code.

Such has been the policy adopted by the Quebec Government for the last ten years and the public seems to have taken to it. Rentals from those leases have been growing from year to year. In 1914 they amounted to \$10,000; they reached \$72,000 in the last fiscal year.

There is also another important source of revenue derived from rivers; it is the so called stored water. There are several regulating reservoirs in the Province. The first ones were built by the Public Works Department in the upper Ottawa, at the foot of Lake Temiscamingue; at the foot of Lake des Quinze; and at the two outlets of Lake Kipawa. The others were built by the Quebec Streams Commission at the headquarters of the St. Maurice; at the outlet of Lake St. Francois; and a smaller one on the Ste. Anne de Beaupre river.

The St. Maurice river reservoir—which has lately been named the Gouin Reservoir—is by far the largest of all. In fact it stores more water than is done by the Assuan dam built by the Imperial Government on the Nile. So far it has permitted the Commission to double the minimum flow of the St. Maurice, in accordance with its contract with the mill owners; and I have reasons to believe that it will be possible to substantially increase this proportion.

The project has cost about \$2,500,000 including various

accessory works such as a hydro-electric plant capable of developing 1,000 H.P., a railroad twenty miles in length, etc. This reservoir is at present yielding a revenue of \$191,000 per annum from the only three companies using it.

After subtracting interest on the capital and an annuity for a sinking fund to redeem our bonds in thirty years, we had this year a net profit of about \$25,000.

If you will bear in mind that there are still many rapids and falls available on the river, and that several of them will likely be developed in the course of the next ten to fifteen years, you may see that the proposition is a good one both to the Government and the water users.

The method adopted to collect the revenue, after mature consideration, was finally based on the horse-power-year. This expression needs a word of explanation. As you know, the minimum flow occurs in the fall and again in the winter months. The reservoir is consequently closed some months in the year and only opened in times of drought.

The water given out in those dry months is then calculated as though it was evenly distributed throughout the year; by a simple calculation it is then converted into horse-power according to the head at each power-house. Such is at present the policy of the Government as regard water-power and storage reservoirs.

I have not said much about the undeveloped water-powers of Quebec for the reason that I have treated the subject already in a little booklet entitled: "Water-powers of the Province of Quebec," which was printed in 1917 by the Department of Lands and Forests and which will be distributed free to anybody applying for it.

Permit me to sum up the situation by saying that the Province of Quebec is notoriously well provided with water-powers but that most falls are not of great height.

It should also be observed that the sites where considerable energy (over 50,000 H.P.) can be produced, and still in a natural state, are remarkably situated for supplying the wants of the principal cities. Thus, for the vicinity of the city of Ottawa, we find the Chats falls, in which a gentleman of this city is very much interested, and other rapids of the Ottawa river; for Montreal, besides the sources of energy now in use, the rapids of the St. Lawrence at Coteau, Les Cèdres, and also the Sault-Saint-Louis (commonly called Lachine Rapids); for Trois-Rivières and Quebec, the water-powers of the river St. Maurice, regulated by the largest reservoir in Canada, for the Saguenay and Chicoutimi region, the rapids of the Grand Décharge, outlet of Lake St. John; lastly, for the Lower St. Lawrence, the falls of the Manicouagan and of the river Aux Outardes.

The south shore of the St. Lawrence is not so well provided, but it may be said that for the more densely populated regions, that is to say, the Eastern Townships, the St. Francois river, which is regulated, will suffice for the demand, for a good many years.

The advantages of the lake Saint Jean region and, particularly those of the Grande Décharge should be especially emphasized. The natural conditions there are remarkable; the available undeveloped power is enormous; ocean navigation is possible almost as far as the spot where the works could be erected; there is no lack of labour and a railway connects the district with Quebec and Montreal as well as a steamer line.

Lastly, we would say that the Quebec Streams Commission, acting under the jurisdiction of the Provincial Government, has taken in hand the improving of the regiment of rivers on which industries are established. Great advantages are anticipated from this policy and everything tends to show that, within the next decade, the work of this body will produce all the good results expected from it.

The question of public ownership is very much to the fore these days. I do not think however it is within my jurisdiction to discuss this matter here although I may say that the Government has already made grants to a certain municipality on the general policy outlined above. So far as I know this has been found satisfactory to the towns' people concerned and no other special favour has been asked.

I thank you, Gentlemen, for the kind attention you have given to my remarks and would be pleased to furnish you privately any further detail that you might wish to obtain concerning the water-powers situation in the Province of Quebec.

Convention Banquet

The delegates were banquetted in splendid style at the Randolph Hotel on Tuesday evening. Congenial company and a royal spread combined to make the event very enjoyable and music from Salsbury's orchestra brightened and enlivened the gathering.

After the toast to "The King", Major-General Sir Archibald Macdonell, the newly appointed commandant of the Royal Military College, spoke. In discussing various features of the war Mayor-General Macdonell remarked that on the whole the Canadian people realized very little of what the Canadian Corps had done in Europe.

He declared that General Currie was one of the "finds" of the war and that his leadership had been largely responsible for the fact that the Canadians had the smallest percentage of loss with the greatest percentage of gain of any corps on the Western front. He pointed out that while the Canadian corps had constituted but one-twentieth of the entire British army it had succeeded in capturing one-sixth of the prisoners and guns that were taken.

Mayor W. D. O. Hardie, of Lethbridge declared that if Canada was to have good government there must be true and enlightened municipalities. Countries in the British Empire, enjoyed the greatest liberties in the world. Mayor Hardie made an earnest appeal for still greater interest in municipal work.

Mayor Harold Fisher of Ottawa pointed out the many advantages of such a convention as that which was being held.

Mayor T. D. Bouchard of St. Hyacinthe in a witty speech reminded his hearers that he was handicapped in speaking by two drawbacks. He had learned the lesson that ginger ale was the enemy of easy speech and furthermore he was retarded from eloquent oratory by the fact that he came from a place where French was almost wholly spoken and he had had to learn what English he knew from the newspapers. Nevertheless, he thanked the Mayor and Council very cordially for their reception.

Dr. J. W. Edwards, M.P. for Frontenac, spoke eloquently on the high cost of living, remarking that in the past there had been a disposition on the part of the urban municipalities to neglect a consideration of rural problems and they were now paying the penalty for their indifference to the economic problems which caused the alarming rural

exodus. He noted that in the census of 1911 rural population had shown an increase of only 17 per cent while the urban increase was 62 per cent. Nor has the depopulation of the rural districts ceased for the speaker remarked that every county in Ontario showed a steady loss for many years back. In 1918 the rural population was 31,992 less than in 1916 while the cities had added 35,288 during the same time.

Dr. Edwards could see that there should be any antagonism between the federal, provincial and municipal governments for he perceived that there was a connection between them. Their objects were the same for they all seek the advancement of the citizens regardless of party affiliations.

"Is there anything new about profiteering," inquired Dr. Edwards. "Is it not a fact that there was profiteering before the war and that it is perhaps more apparent now because larger profits were piled up when gold flowed into this country to pay for purchases? We say that the high cost of living is a problem. But let me tell you that it is a problem now because it is pinching people now who were never pinched before. When the necessities of life cost a lot if it creates a problem, people say. Is it not also a problem when it cost the people less to buy goods than it costs other people to produce them? And that was exactly what was happening before the war."

Dr. Edwards believed that the big problem was to make the farms profitable.

Controller John Murphy, Halifax, took the opportunity to express to the delegates the thanks of the city of Halifax for the many kind offers of aid that had come from Canadian municipalities after the explosion disaster.

Mr. J. G. Elliott, Editor the Kingston Whig, praised the Canadian municipalities for their work and declared that he was convinced that the men representing the cities and towns of the Dominion were doing the utmost for the welfare not only of their own communities but for the whole country.

Throughout the banquet was most enjoyable and a splendid spirit of congeniality prevailed. Particularly gratifying was the attendance of many French-Canadians officials with whom the Ontarions and Westerners engaged in earnest discussion concerning the cultivation of an abiding spirit of amity and concord between the two races.

High Cost of Living

At the opening of the Wednesday morning session of the convention Ald. Grant, Edmonton, moved, seconded by Ald. Murphy, Halifax, that a committee of five consisting of Mayor Fisher, Ottawa, Ald. Grant of Edmonton, Mayor W. D. L. Hardie, Lethbridge, Mayor Alex. Thurber, Longueuil, Que., and Mr. Arthur Roberts, K. C., be appointed to consider the proposed revision of the Union's constitution. The motion was carried.

HIGH COST OF LIVING.

In introducing the discussion on the high cost of living Mr. W. D. Lighthall, K. C., said he had put his proposals in the matter before the Union in 1917, and referred to his paper published at the time, proposing as one remedy the appointment of a Commission similar to the Dominion Railway Board. Canadians felt the grind of the high cost of living because the war had made people poor. The purchasing power of one dollar had been reduced to forty-six cents and the effect upon the poorer classes had been grave. When living expenses are twice as high as formerly the poor man has cause for demanding high wages and the restless spirit which is rankling the masses has a tendency to become revolutionary when it became known that some men have been making millions.

Mr. Lighthall attributed the high cost of living to mergers, by the system of combinations completed in 1911, corporations in the past few years had merged many things necessary to life, such as the rubber, meat, milling and oil trusts, and consequently he was unable to agree with Dr. Edwards who had said the previous evening that the present condition was merely an aggravation of a permanent problem. He believed that such large-scale conso-

lidation resulted in virtual monopoly which had for its obvious purpose the dictation of prices. "That is the condition to-day," said Mr. Lighthall, "and the question with business men everywhere at the head of such monopolies is simply, 'How much is it safe for us to ask?'"

As an instance of this misuse of power he pointed out the rise in the price of rubbers some twelve years ago when consequent on the forming of this present rubber trust they were advanced from sixty cents to one dollar and a quarter. Such advances he declared were bound to cultivate bad feeling.

Such conditions had resulted in the annihilation of the law of supply and demand. He held it as a fixed principle that no monopoly ought to be allowed to dictate the price of any commodity. To curb that inevitable tendency he urged that they be controlled by the Dominion Government. Unless this were done he believed that revolution was inevitable.

"The big man and the small man must obey the rules of law and order," declared Mr. Lighthall. "The courts must exercise the function. One court, the Dominion Railway Board, has shown that it can control the railways which are virtual monopolies. Before it was appointed the municipalities had trouble with the railways but not afterwards and if the high cost of living is to be solved there must be a similar court or courts and the establishment of commissions. The Government has recognized this by appointing the Board of Commerce; President Wilson has recognized it and is appointing investigating commissions; and in a recent inquiry W. F. O'Connor of the Cost of Living Commission was asked for his remedy and urged such a cost of living court, of which he is now a member.

U. C. M. CONVENTION (Continued).

Mr. Lighthall submitted the following resolution embodying his recommendations:

Whereas, the investigations of the Committee of the House of Commons has adequately proven the popular allegation that profiteering existed in the handling of the necessities of life;

Be it Resolved, that the Union of Canadian Municipalities, speaking for the citizens of their communities, urge that the greatest efforts be made to solve this pressing question of the H.C. of L. without delay in view of the great hardships resulting to the common people and the bitter and dangerous feelings in evidence towards classes and individuals thought to be responsible for the same;

That the machinery provided for investigation by municipalities is cumbersome and unworkable, and further, that in the opinion of this convention, such investigations should be at the cost of the Federal Government; and,

Further, that the government should see that the new Commerce Court or some other body properly constituted and with an adequate supply of funds should properly investigate the cost and profits in the case of all necessities of life without any delay and where profiteering is found adequate means should be provided for the prosecution and punishment of those responsible;

Further, this convention demands that the statements recently made by Dr. McFall, if true, be followed by immediate action on the part of the government.

Resolved, That the President and Secretary of each Provincial Union shall each be ex-officio a Provincial Vice-President of the Union for his Province, and their names shall be inscribed as such on the lists of officers of this Union; and that the Constitution of the Union be amended accordingly.—Carried.

MAYOR HARDIE.

"I am not a Bolshevik as it is practiced in Russia," declared Mayor W. D. L. Hardie of Lethbridge as he rose to continue the discussion, "but insofar as they stand for equal opportunity for all I am with them. I don't want any wealthy man to be able to despoil any person of his living." He sounded the warning that unless something were done before next Winter to better their conditions the people would compel the government to take action and that the returned soldiers would make themselves felt as well as the civilians. Shortage of food, he believed, bred Bolsheviks and he declared that the cost of living had to be investigated by experts who could see through manufacturers' camouflage.

Mr. Hardie declared that he had absolutely no confidence in most courts because he believed that poor men could not get justice and he recommended that all lawyers be "hamstringed." Moreover, he declared that the first Bolsheviks are the wives who continually nag at their husbands for more money to cover the household expenses and who eventually drive their husbands to distraction.

Rising to defend the courts from the attack of Mayor Hardie Ald. Grant of Edmonton contended that the courts administered the law that had been passed in the legislatures by the representatives of the people and that as a consequence of justice that was received was of the people's making.

With reference to the cost of living he referred to the investigations of the government which, he said, had proved conclusively that there was profiteering. He believed that the government was "passing the buck" in the matter of responsibility for remedying the conditions and he referred to the legislation which threw the onus of investigation upon the municipalities. This he condemned in strong terms and urged that the remedy must lie in an act of parliament which would take in the Dominion and not a few small municipalities. Finally he declared that the Board of Commerce must investigate and regulate profits and that those who are profiteering must be punished.

Mayor Elson of St. Catharines believed that there was an ulterior and more pressing cause for the high cost of

living than profiteering. He believed that the condition was a natural concomitant of irregularities caused by the war which had forced economic laws to be felt as never before. He pointed out that between four and five hundred thousand Canadians were withdrawn from productive pursuits during the war to be destroyers and consumers of goods, and asked his hearers to try to realize the effect of the withdrawal of many millions.

He believed that the remedy could be secured only if there was more production which in turn would eliminate profiteering. He urged that municipal councils, individuals and the press advocate production as the salvation from the evils of the high cost of living.

Moreover, he felt that no court could reduce prices without more production on the part of the people. In addition he urged that people must be more modest in their living and readjust the basis upon which they are now making expenditures. Economy, frugality and thrift with more production would alone reduce the high cost of living.

Ald. David Kyle, Longueuil, Que., drew attention to the fact that tons of food was going to waste in cold storage plants and that the prime necessity was for government commissions to investigate the state of affairs and make the owners release the foodstuffs.

Hon. A. G. McKay, Minister of Municipal Affairs, Alberta, believed that Dr. McFall, Cost of Living Commissioner, should be compelled to forward the facts upon which he based his reports to the attorney-generals of the provinces who could take action if anything illegal was being done.

Mayor Harold Fisher of Ottawa, agreed with Mayor Elson to a certain extent in the matter of advocating production and thrift but he also pointed out that the laws should be enforced. He explained that some combines were merely for the purpose of fixing a fair price and that it should be the duty of all to fight not the combines but the prices. He declared that some advances in prices were legitimate and that the fundamental causes for the high cost of living were not local.

Ald. J. K. Edwards, Sherbrooke, Que., switched off the discussion for a moment to express the opinion that one way to reduce the cost of living was to ask that professional men reduce the amount of their fees.

Mr. E. T. Sampson, Outremont, Que., added that in some cases poor men were discriminated against by the process of law which required a considerable amount of money to pay the costs of carrying cases to higher courts.

Ald. Grant believed that farmers should stay on the land if the country was to be prosperous. The tariff, he thought, was responsible for some of the high living costs and he pointed out that Canadian manufacturers must be making undue profits when Americans can ship in goods and pay the duty and compete with Canadian made goods.

Mayor Hardie of Lethbridge rose to say that he did not believe in the reduction of the tariff as there must be manufacturing as well as agriculture if the country is to be prosperous. He urged investigations to expose who were acting illegally.

Ald Common of Westmount believed that the Government should heavily penalize those who allowed foodstuffs to rot.

Dr. N. C. Costello of Calgary was of the opinion that the government should not pass on the duty of looking after the unrest and the high cost of living.

Mrs. John Macgillivray, representing the National Council of Women, Kingston, agreed with Ald. Common and added that production was useless while the necessities of life were being allowed to decay.

Mayor Alex. Thurber of Longueuil, Que., maintained that the advance in prices was due to the exportation of Canadian goods. He asked for a longer discussion of the subject and the meeting adjourned at 12.30.

In the afternoon the delegates were the guests of the city in an excursion on the St. Lawrence.

WEDNESDAY EVENING.

At the opening of the Wednesday evening session of the convention the matter of appointing three representatives to the National Industrial Conference in response to an invitation of the Honourable Gideon Robertson, Minister of Labour was discussed, and Mr. Frederick Wright, editor of the Canadian Municipal Journal, outlined the representations he had made to the Government to have municipal Canada a party in the conference.

The three following delegates were elected to represent the Union at the Industrial Conference: Mayor Bouchard (St. Hyacinthe, P.Q.); Arthur Roberts, K.C. (Bridgewater, N.S.); and Ald. Grant (Edmonton).

On motion of Mr. W. D. Lighthall, K.C., and Ald. David T. Kyle, Longueuil, Que., it was resolved "that the U.C.M. respectfully request the Dominion Government to appoint a permanent official to attend to the relations constantly arising between that Government and municipalities."

On the motion of Mr. C. W. McCrea, Sault Ste. Marie, and Mr. T. W. Fletcher, reeve, Point Grey, Vancouver, the resolution presented by Mr. Francis King, K.C., requesting that the Dominion Government avail itself of the facilities for transshipping grain at Kingston, was passed unanimously.

Profiteers were assailed in the following resolution:—
"Whereas the investigations of the Committee of the House of Commons has adequately proven the popular allegation that profiteering existed in the handling of the necessities of life;

"Be it resolved that the Union of Canadian Municipalities, speaking for the citizens of their communities, urge that the greatest efforts be made to solve this pressing question of the H. C. of L. without delay in view of the great hardships resulting to the common people and the bitter and dangerous feelings in evidence towards classes and individuals thought to be responsible for the same;

"That the machinery provided for investigation by municipalities is cumbersome and unworkable and further that in the opinion of this convention such investigations should be at the cost of the federal government and

Further that the government should see that the new Commerce Court or some other body properly constituted and with an adequate supply of funds should properly investigate the cost and profits in the case of all necessities of life without any delay and where profiteering is found adequate means should be provided for the prosecution and punishment of those responsible.

Discussing the resolution, Controller John Murphy of Halifax asserted that there should be absolute sincerity in discussing the question and in proposing remedies. The people of the East, he declared, were sick of investigations because no action was taken and he was of the opinion that the convention should express its regrets that something had not been done. He asked that the words "while desiring to record their earnest appreciation of the measure of attention being paid by Parliament to the problems resulting from the present high cost of living" be removed from the resolution as he believed that the government had not gone the limit.

Hon. A. G. McKay wanted something definite to be done by the government and he therefore moved, seconded by Mayor Harold Fisher, that the following amendment be tacked on: "Further this convention demands that the statements recently made by Dr. McFall, if true, be followed by immediate action on the part of the government."—Carried.

A resolution asking that the Criminal Code be amended to provide penalties for those who deliberately wasted foodstuffs in order to enhance the price was referred to the committee on resolutions.

The following resolution was then passed unanimously as follows:—"Resolved that the constitution of the Union be amended by inserting at the end of the clause relating to the membership, the following: "Municipal officers, individuals and associations interested in municipal affairs may, by resolution of the executive, become associate members, but shall not be entitled to vote nor be eligible to any office."

The meeting adjourned at 11.20 p.m. and the committee on resolutions went into session, sitting till 1.30 a.m.

Mr. Clinton Rogers Woodruff (Sec. National Municipal League) then delivered an address on "The Necessity of Municipal Union" which appears on page 326.

THURSDAY MORNING.

On Thursday morning, Mayor Harold Fisher of Ottawa tendered to Mr. Clinton Rogers Woodruff the thanks of the Union for his scholarly and practical address of the previous evening. The vote was unanimously carried with applause.

A resolution proposed by Ald. John Murphy of Halifax that "the Convention condemn the practice of loading down our public utilities with worthless securities in the nature of common or bonus stock, and recommend that securities of such utilities be confined to first mortgage bonds on which attractive interest should be allowed" was referred to the executive.

On the recommendation of the committee on resolutions it was agreed that all resolutions affecting cold storage and waste of foodstuffs be referred to the executive to frame a resolution to lay before the Government.

A resolution that "the U.C.M. respectfully petition the Provincial Governments recommending that a uniform system of municipal accounting be established and adopted by all municipalities" was adopted. This was in accord with the long settled policy of the Union.

A resolution proposed by Mayor Elson of St. Catharines, urging greater production, was carried. It was: "Whereas statistics show that during the past few years the withdrawal of several millions of men from ordinary pursuits has seriously reduced the production of life's necessities,

"And whereas the drift of thousands of men from rural to urban communities has also minimized the volume of farm and dairy products,

"And whereas the tendency of this age seems to be to satiate the appetite for luxuries regardless of cost,

"Be it resolved that this convention urge public persons in all responsible positions, the press and other moulders of opinion to try to educate citizens to produce more of every needed commodity in order to overcome a critical economic defect, also to promote the spirit of frugality and thrift."

The Constitution was amended by inserting the following for Section 8:

"Sec. 8.—The officers of the Union shall be a president, first, second and third vice-presidents (so as to provide representation for the Central, Maritime and Western provinces) and five members of the executive committee for each province, three of whom shall be elected annually at the annual convention and two of whom shall be the president and secretary, for the time being, of each Provincial Union and a secretary-treasurer to be elected at the annual convention."

A resolution was also carried condemning the practice of some municipalities of subsidizing industries by grants of land, money or exemption from taxes or otherwise, claiming that money levied by taxes should be applied for the administration of municipal affairs, the convention resolving that it was against "any law allowing municipal councils to divert municipal funds or credit from their natural ends in subsidizing industries and it is further resolved that any provincial governments where this practice has not already been stopped should be prayed to enact the necessary restrictive laws to that end as soon as possible and that copies of this resolution should be addressed to the proper official of all the provincial governments of Canada.

It was also agreed that the executive should have power to make such rearrangement of paid officers of the Union as it may think advisable with due regard to the finances and it was decided to hold the annual convention alternately in the West and the East, the division line being the boundary between Ontario and Manitoba.

RECONSTRUCTION.

Mr. Frederick Wright, editor of the Canadian Municipal Journal, referred briefly to the reorganization scheme which he had placed before the members through the official organ. He said that the benefits of the union had been able to accomplish with the small income. He remarked that the sole aim was to build up municipal Canada and that through the Municipal Journal they had been doing their utmost to attain that end. He pointed out that new conditions were constantly arising and he expressed displeasure that the meeting had not seen fit to take some action upon his proposals.

Mayor Fisher, as chairman of the resolutions committee, stated that there was no feeling against the proposals and that although they were not adopted he felt confident that some if not all of the suggestions would be accepted at an opportune time. Moreover, he believed that the suggestions had been very beneficial.

New Executive

The Executive for the ensuing year was elected as follows:—

President—Harold Fisher, Mayor of Ottawa, Ont.

1st Vice-President — Arthur Roberts, K.C., Solicitor, Bridgewater, N.S.

2nd Vice-President—Charles H. Grant, Alderman of Edmonton, Alta.

3rd Vice-President—H. W. Newman, Mayor of Kingston, Man.

Hon. Secretary-Treasurer—W. D. Lighthall, K.C., ex-Mayor of Westmount, Que.

Assistant Secretary—G. S. Wilson, Coristine Bldg., Montreal.

Ontario (Vice-Presidents)—1st, T. L. Church, Mayor of Toronto; 2nd, C. W. McCrea, Treasurer Sault Ste. Marie; 3rd, J. M. Elson, Mayor of St. Catharines; 4th, President of the Ontario Municipal Association; 5th, Secretary of the Ontario Municipal Association.

British Columbia (Vice-Presidents)—1st, A. H. Gale, Mayor of Vancouver; 2nd, T. W. Fletcher, Reeve of Point Grey; 3rd, S. A. Shatford, Mayor of Vernon; 4th, President of the Union of B.C. Municipalities; 5th, Secretary of the Union of B.C. Municipalities.

Nova Scotia (Vice-Presidents)—1st, John Murphy, Alderman of Halifax; 2nd, W. G. Clarke, Warden, Annapolis; 3rd, A. C. McCormick, Mayor of Sydney Mines; 4th, President of the Union of N.S. Municipalities; 5th, Secretary of the Union of N.S. Municipalities.

Quebec (Vice-Presidents)—1st, A. Thurber, Mayor of Longueuil; 2nd, C. W. H. Rondeau, M.D., Ald., Westmount; 3rd, P. H. Bedard, Alderman of Quebec; 4th, President of the Union of Quebec Municipalities; 5th, Secretary of the Union of Quebec Municipalities.

Alberta (Vice-Presidents)—1st, Fred. Freeman, City Commissioner, Lethbridge; 2nd, A. F. Adams, Alderman of Calgary; 3rd, H. M. Martin, Alderman of Edmonton; 4th, President of the Union of Alberta Municipalities; 5th, Secretary of the Union of Alberta Municipalities.

New Brunswick (Vice-Presidents)—1st, R. T. Hayes, Mayor of St. John; 2nd, H. Price, Mayor of Moncton; 3rd, R. B. Hanson, Mayor of Fredericton; 4th, President of the Union of N.B. Municipalities; 5th, Secretary of the Union of N.B. Municipalities.

Manitoba (Vice-Presidents)—1st C. F. Gray, Mayor of Winnipeg; 2nd A. R. McDiarmid, Mayor of Brandon; 3rd J. H. Metcalf, Mayor of Portage la Prairie; 4th, President of the Union of Manitoba Municipalities; 5th, Secretary of the Union of Manitoba Municipalities.

Saskatchewan (Vice-Presidents)—1st, Henry Black, Mayor of Regina; 2nd, F. R. MacMillan, Mayor of Saskatoon; 3rd, S. McLeod, Mayor of Prince Albert; 4th, President of the Union of Saskatchewan Municipalities; 5th, Secretary of the Union of Saskatchewan Municipalities.

Prince Edward Island (Vice-Presidents)—1st, G. D. Wright, Mayor of Charlottetown; 2nd, J. A. Morrison, Mayor of Summerside; 3rd, S. C. Knight, Mayor of Georgetown; 4th, President of the Municipal Councils of P.E.I.; 5th, Secretary of the Municipal Councils of P.E.I.

In accepting again the post of honorary secretary-treasurer, Mr. W. D. Lighthall, K.C., remarked that he was in an embarrassing position in taking the office after delivering his valedictory address but as his immediate resignation might cause inconvenience he would continue until the office could be filled, with the reservation that he be permitted to relinquish his duties later.

He asked that there be still greater interest in the work of the Union and that cordial support be accorded him in the task of managing what was inclined to be an unwieldy institution. He believed that there was a splendid field of activity for the Union in protecting the members and in educating the masses. It was a storehouse of information, and he believed that the representatives of every province could add to the value of the Union.

Most cordial votes of thanks were tendered to Mayor Newman and the City Council of the City of Kingston, the Reception Committee, and the Press.

OTHER RESOLUTIONS.

Resolved, Annual Conventions to be held alternatively in the West and the East, the division lines being the Ontario and Manitoba boundaries. The place of meeting for 1929 to be left for the Executive.—Carried.

Resolved, That the Union of Canadian Municipalities respectfully petition the Provincial Governments, recommending that a uniform system of municipal accounting be established and adopted by all municipalities in their respective provinces.—Carried.

Resolved, That this Convention strongly condemns the practices of loading down of our public utilities with worthless securities in the nature of common or bonus stock and recommends that securities on such utilities be confined to 1st mortgage bonds on which an attractive interest return should be allowed.—Carried.

Resolved, That the Executive be authorized to make such arrangement of paid officers of the Union as it may think advisable having regard to the finances of the Union. That Mr. Lighthall be requested to continue in office as Secretary until his successor is appointed by the Executive.—Carried.

Resolved, That the constitution be amended by striking out section 8 and substituting the following section therefor: Sec. 8. The officers of the Union shall be a President, First, Second and Third Vice President (so as to provide representation for the Central, Maritime and Western Provinces), and five members of the executive committee for each province, three of whom shall be elected annually at the Annual Convention and two of which shall be the President and Secretary for the time being of each Provincial Union, and a Secretary-Treasurer to be elected at the annual convention.—Carried.

Resolved, Municipal officers, individuals and associations interested in municipal affairs may become associated members by resolution of the executive but shall not have the right to vote and shall not be eligible to any office.—Carried.

Committee on Resolutions recommends that all resolutions respecting cold shortage and waste of foodstuffs be referred to the executive to frame any resolution they see fit to place before the government in the sense of the resolutions submitted.—Carried.

SUBSIDIZES TO INDUSTRIES.

Whereas, money levied by taxes should be applied for the administration of municipal affairs and not for the promotion of private corporations or the supplying of capital to individuals for private pursuits;

Whereas, the practice of subsidizing industries by grants of money, land or exemption from taxes or otherwise, is against this principle and has given rise in no few instances to abuses;

Whereas, a certain number of provisional parliaments, amongst which the Legislatures of the Provinces of Quebec, Nova Scotia, Manitoba, Alberta and Saskatchewan, have abolished the rights for any municipality to subsidize industries by cash, bonuses, sites, grants or by loan grants;

Whereas, there are still some provinces allowing this practice within their limits;

Whereas, this practice should be abolished in every province;

It is Resolved, that the Union of Canadian Municipalities goes on record against any law allowing municipal councils to derive from municipal funds or credit from their natural ends in subsidizing industries, and it is further resolved, that any provincial governments where this practice has not already been stopped should be prayed to enact the necessary restrictive laws to that end as soon as possible, and that copies of this resolution should be addressed to the proper official of all the provincial governments of Canada.—Carried.

HIGH COST OF LIVING.

A letter on the subject of the High Cost of Living was received from the North Vancouver City Council, August 4, 1919, by the Convention as follows:

The Council of the City of North Vancouver desires to submit for the consideration of the Convention the following article and recommendations, which recommendations they believe would, if adopted and put into effect, materially aid in reducing the present cost of living.

The Cause.

We submit that the principal root of the evil is the present wasteful, inefficient and antiquated method, or rather lack of method, of distributing the goods from the producer or manufacturer to the consumer—wasteful of time, labor, health, happiness and even human life—inefficient and antiquated in this age and to such an extent that even the huge economies effected by the greatest array of labor saving machinery the world has ever seen are in a large measure rendered null and void. An ever-increasing army of unregulated distributors and relatively an ever-decreasing army of producers with the leaders of all these practising profiteering and price manipulation as their fancy may dictate or opportunity permit.

Among the minor causes are the various classes of idlers and users, who in devious ways levy toll on labor and industry. Waste of time in high schools and colleges teaching dead languages and other unpractical subjects to the partial or total exclusion of vocational training, economics and useful branches of learning which would be of greater value for purposes of mind-development and discipline and thereafter more useful to the individual and the country.

Desired Object.

Keeping in mind that the chief object to be attained is a substantial reduction of the cost of living generally, but without increase in hours of labor or reduction of wages, it must be obvious that genuine economies of considerable magnitude must be effected in methods of distribution, especially if we assume that production is on a fairly efficient basis and the producer has no undue advantage.

The appointment and maintenance in each province of a permanent Government Commission of say three members with adequate mandatory and judicial powers to effectively administer, regulate and carry into effect the following regulations and constructive reforms relative to the distribution of all farm and factory products and raw material, including all kinds of foodstuffs, clothing, fuel, farm machinery and implements, household furniture, lumber and building material.

Regulations.

1. The permanent abolishment of all forms of profiteering cornering, price manipulation, wasteful methods of competition and unnecessary advertising.
2. Limiting the number of channels of distribution and elimination of unnecessary handling and all sources of waste in distribution.
3. Abolishment of the numerous and expensive forms of intermediary commission sales and selling agencies in so far as they may be found in conflict with economical distribution and substituting therefor direct sales from the producer to recognized wholesale and retail distribution centres or units in the several cities and districts or direct to the consumer.
4. Limitations of the number of wholesale distribution units and the number of retail and local distributors to the minimum of actual requirements.
5. Re-establishing the general right of purchase for cash either direct from the factory and or the wholesale units in authorized quantities and at authorized cash prices.
 - (a) by any consumer.
 - (b) by any distributor whether wholesale or retail.
6. The Government Commission in each province to fix and revise from time to time the cash selling prices, exclusive of delivery charges, in the several cities and districts on the basis of a fair added percentage margin over actual cost to cover average handling expenses including rents and interest on capital actually and necessarily in use, but eliminating as far as possible all average profits in excess thereof.
7. That the costs of the delivery of all goods be charged as separate item in every instance.

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8. That all packages and goods be standardized and encouragement be given to purchase by consumers of non-perishable goods in larger packages and quantities in order to reduce packing and handling costs.

9. The Commission to issue and distribute cash price lists from time to time and see that supplies thereof are kept at every place where goods are sold.

10. Establishment of a unified delivery system (for all classes of goods) in each city, limiting the number of deliveries in any given district to reasonable requirements and fixing the minimum quantity for delivery to purchaser.

11. Promote the establishment of a unified Public Market under Municipal or Government auspices in each city and in well settled districts where there are none at present, and enlarge the facilities and scope of such market systems so that all farm, truck and garden produce, including fish, meats and imported fruits and vegetables (and such additional goods as may from time to time be determined) may be conveniently received from the various transportation routes, adequately housed and expeditiously sold by auction and in market stalls.

12. That a public Abattoir be established and maintained in each city in conjunction with the Public Market System.

13. That the public market department have charge of the cold-storage of all foodstuffs preserved for subsequent sale in an unmanufactured state.

14. That one or more Public Co-operative distributing centre (wholesale and retail) be established in each city for the more economical handling and distribution of goods, providing that there shall be no over-lapping or duplication of the functions of the Public Market System or the work of any other Public Department.

15. That the Government Commission shall charge a License Fee for each distributor, proportional to the total turn-over of the preceding year or period (but not less than a determined minimum), sufficient in the aggregate from all distributors in the Province to defray the costs of maintaining the Government Commission.

16. That the Dominion Parliament and the several Provincial Legislatures be petitioned at the coming sessions to enact legislation empowering the appointment and maintenance of commissioners in the several Provinces for the purposes hereinbefore recited and otherwise to give effect to these and any other regulation of foodstuffs and the necessities of the people as may be deemed to be in the public interest.

GENERAL REMARKS.

It should be borne in mind that as the particular recommendations and constructive reforms herein set forth call for some radical departures from customs in vogue exceptional care should be exercised in the selection of the members of the several commissions as the success or failure of the attempt will depend very largely on the efficiency, honesty, impartiality and executive ability of the members appointed.

The powers conferred on the several Commissioners should be adequate for encompassing the objects to be attained and the wholehearted co-operation of the people and their selected leaders in the cities and municipalities generally should be accorded to the Commissioners of their respective Provinces in the very desirable effort to ameliorate living conditions and enlarge the material prosperity and welfare of all.

Respectfully submitted by the Committee:
 Alderman William J. Irwin, (chairman)
 Alderman Benjamin E. Townoley,
 Alderman Ben Evans.

Approved by the Council this 4th day of August, A.D., 1919.

G. W. VANCE, Mayor.
 R. F. ARCHIBALD, City Clerk.

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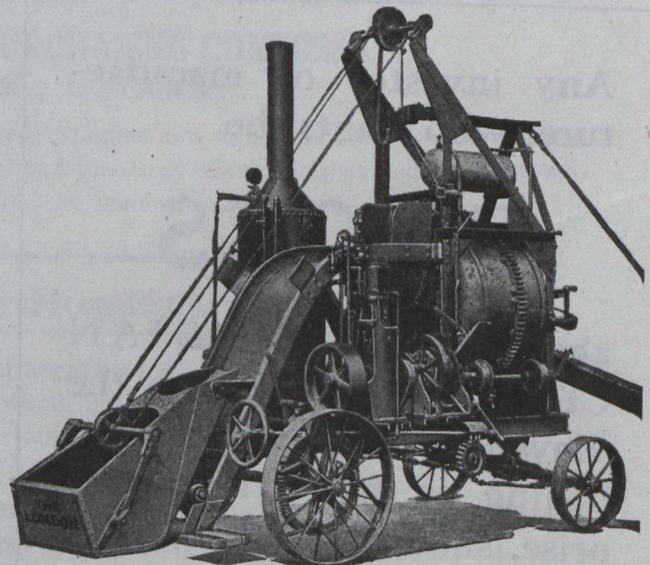
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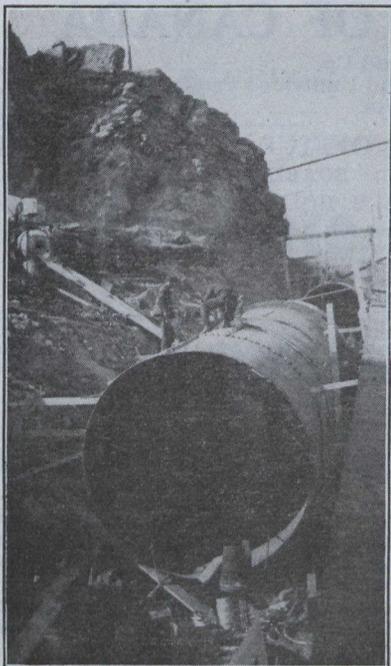
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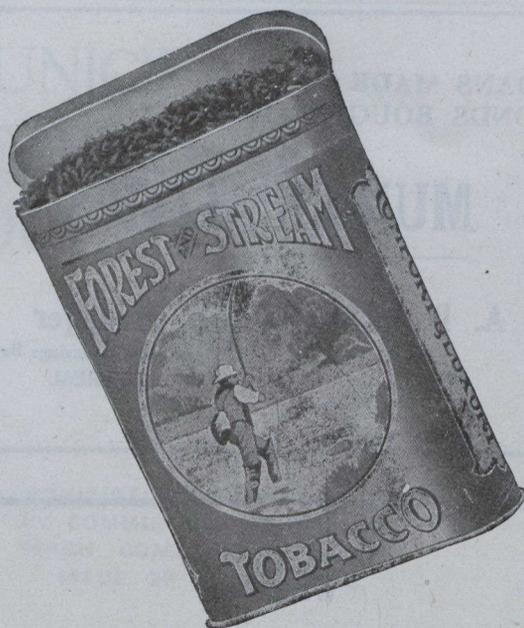
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