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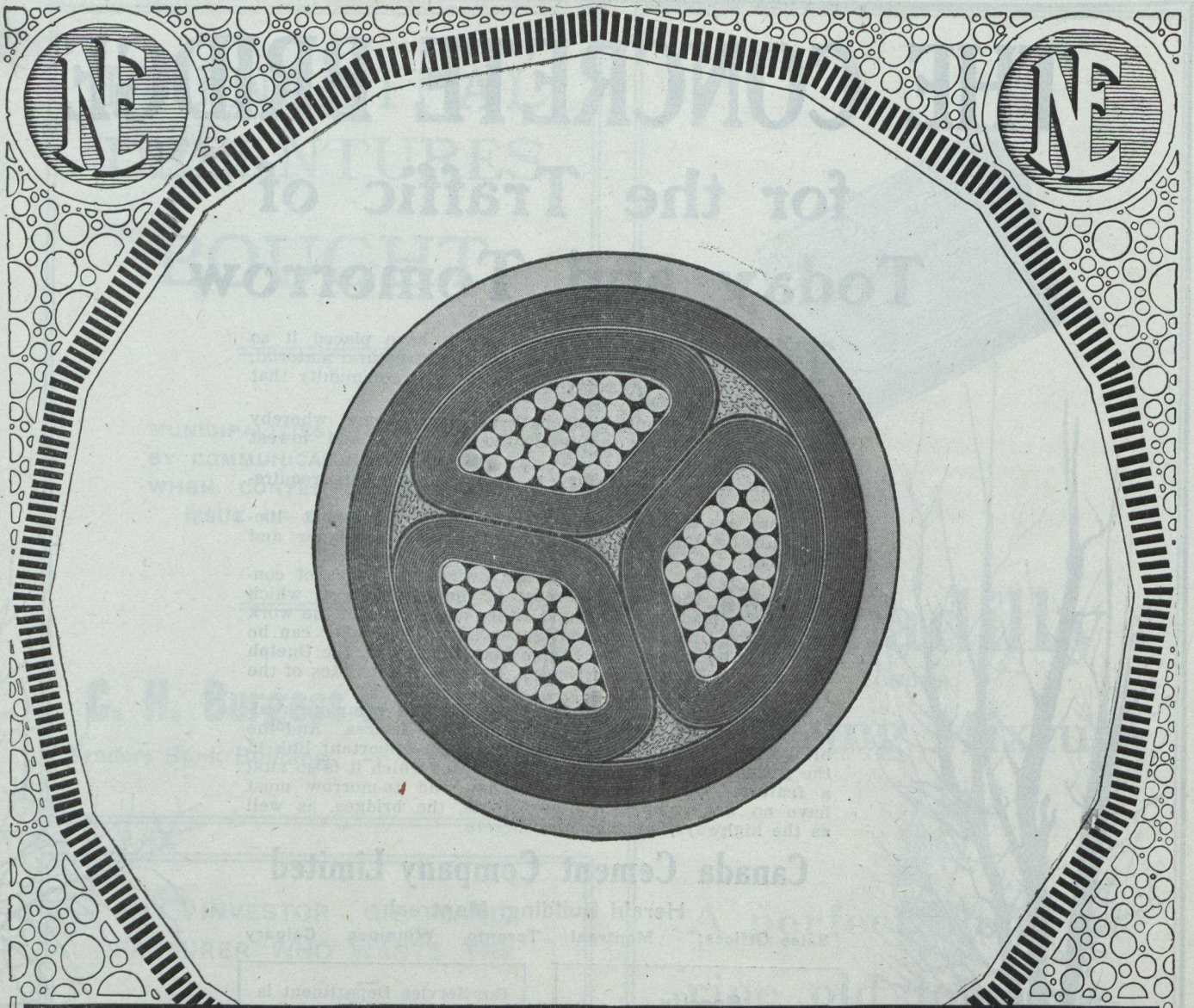
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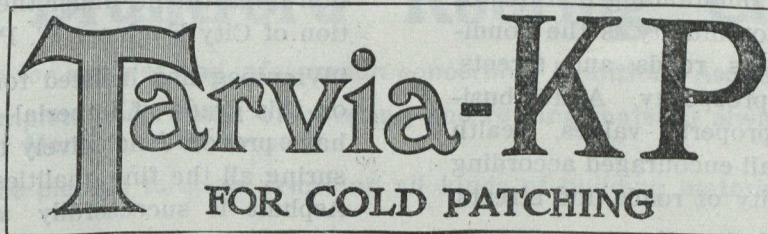
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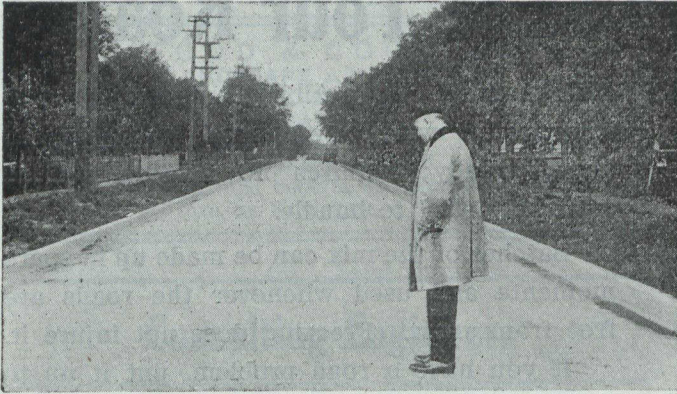
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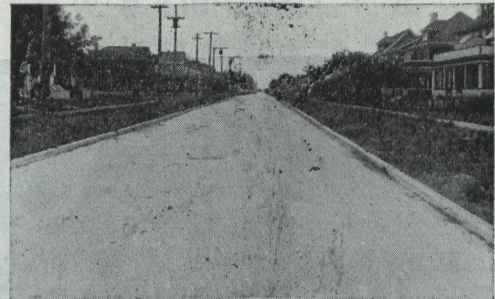
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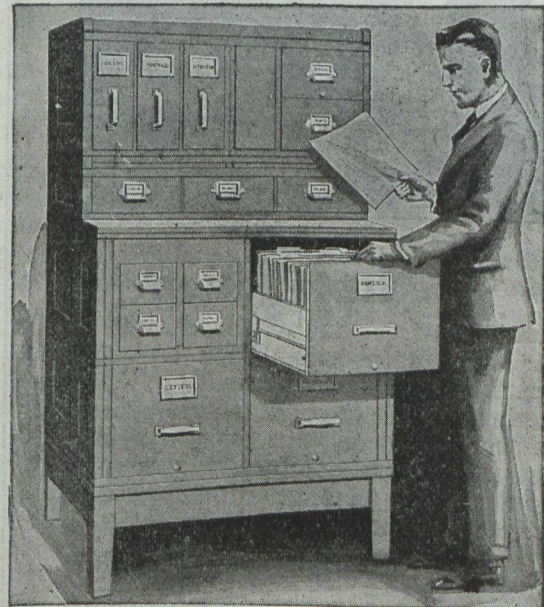
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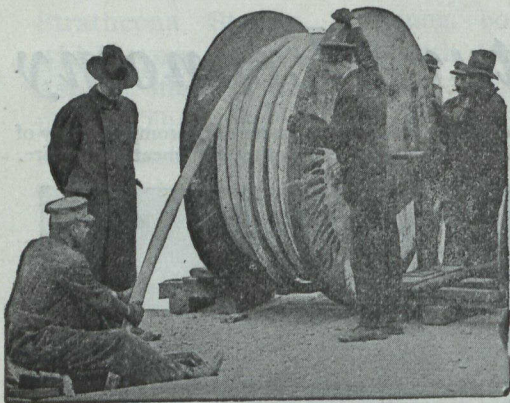
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No. 11

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Municipal Government and its Influence on Our Social Life

We are not yet fully conscious of the changing conditions of our social life so far as they affect and are in turn affected by municipal government, for the reason that in practically all the provinces of Canada municipal legislation has been, and is actually, in advance of the public mentality of the average citizen. The broad principles of local government, as written down in the statutes of the Old Country, and which are based on the experience of many centuries of successful warfare for the rights of the people, are also on the statute books of the provincial legislatures of this country, so that it may truly be said that every citizen has the right to determine the local authority of his own community. The question is: Has he got the will?

These same principles not only cover the purely municipal administration of the community—as we understand the term to-day—but its social welfare as well; a fact not always appreciated as it should be by our social welfare agencies, that give so much thought, for instance, to the amelioration of the slum life of the city. The consequence is that the average citizen, not having had the opportunity to study for himself the ethics of municipal government and his own responsibility towards its proper administration, has unconsciously brought about the delegation of the duties—but not the power—of the council, as the elected social leaders of the community, to other agencies. The result is that throughout the land social welfare agencies of all kinds have

been established to mitigate the evils of vice that should be undertaken entirely by the police, the probation officers, the health officers, etc. This is not to say that civic employees are inefficient, but that through lack of funds they have not the proper facilities to fully cope with the work. Yet should the council increase the taxes to provide the necessary funds it is charged with extravagance, often by the same people who subscribe generously to the outside agencies. Such an anomaly is not conducive to the best civic spirit, and is always a deterrent to good government.

Comparing local taxes in Canada with those of Great Britain, we find that the average taxpayer in the Old Country pays fifty to sixty per cent more for his municipal service than does the taxpayer of Canada, meaning that if the Englishman, Scotchman, Welshman or Irishman get a better service, he pays for it.

There is no doubt about municipal government largely influencing our social life. The one is the counterpart of the other, inasmuch as much of our happiness is directly affected by our environments.—The community that has well constructed, cleanly and well lighted streets and sidewalks, efficient drainage and pure water, good health, parks and playgrounds, proper protection, etc., and when the by-laws are strictly carried out, is infinitely better to live in than the dirty carelessly administered community, where happiness is impossible. Yet in each of the two communities the citizens have the same power. The difference is simply one of self-determination.

Public Parks and Playgrounds.

In "Town Planning and Conservation of Life," Mr. Thomas Adams takes up the very important subject of Public Parks and Playgrounds in Cities in a way that cannot help but give food for thought to the municipal administrator. The article is reproduced in this issue. Mr. Adams, in his plea for more playgrounds, says that, "Whatever efforts we may make to prevent men from abusing themselves and their time in the saloon will fail unless we provide the means for them to find healthy recreation." This statement is too true, as those who have studied sociology can testify. Our reformers are so busy in the destroying of the means of evil—the saloon, the brothel, the slum—that they forget that in such destruction, without building up something equally attractive to take its place, they are simply spreading the evil. It has been well said that the saloon is the poor man's meeting place. He has no other means. The counter-attraction that the reformer offers is often the basement of a church or school, usually with bare walls. Cold comfort for a working man looking for recreation and an opportunity to meet his fellow workers in a social way. The example of a real counter-attraction to the saloon has been set by the Town Council of Renfrew (Ont.) in providing a public baseball diamond, tennis

tourts, swimming pools for both sexes, etc., and a meeting place for indoor games in the winter, though other municipalities are going good work in providing the citizens with the means of recreation.

Another reason that Mr. Adams gives for more playgrounds, particularly for children, is the rapidly increasing motor traffic that for a long time has made the roads and streets unsafe, if not impossible, for children to play in. Street accidents to children from automobiles are increasing each year in every urban centre, and will keep on increasing unless better playground provision is made. Every accident is an economic loss to the community, so that the providing of playgrounds, as a prevention against accidents, is an economic necessity, and not "fool idealism," as some one once put it. It seems absurd in a country of great land areas, that the acreage given to parks and playgrounds should be so small. Montreal, for instance, has one acre for 769 persons, and many of our smaller municipalities have not even one foot of land set aside for parks or playgrounds. The urban life of Canada is growing rapidly, so that there is a special responsibility laid on our municipal councils to provide land right now, not only for the recreation of the present, but for future generations of citizens.

Ugliness in Small Town Buildings.

The discussion that is taking place regarding the ugliness or otherwise of the buildings in Canadian villages and small towns is an indication that the citizens are beginning to take an interest in the "town beautiful." The Toronto Globe, in commenting on the subject, while maintaining that there was plenty of room for improvement, resents the unfavourable comparison with the villages of the Old Country, and picks out the mining villages of the North of England and South of Scotland as examples of ugliness. There is much to be said in favour of the Globe's stand. It is not a good policy for those who would instil a love of the beautiful into Canadian small town life to always set up English examples to follow, for every country has its own style and standard of architectural beauty; while it is true that the English villages are really beautiful, Canada, because of the extremes in heat and cold, must necessarily have her own system of architecture. But this does not mean that the box-like dwellings—without any attempt at design or even paint—that are so prevalent in most of the small towns, can really represent the artistic spirit of Canada. They do not. These dwellings are just the manifestations of men desirous of having homes of their own, and not having the means to engage architects, they have built, often with their own hands, as they knew best. They have had no time to study design—but they have built dwelling places for

themselves and their families. They have taken the first step to true independence. Now that Canada has got to the stage of desiring beauty in her home life, these citizens of small towns and villages will rise to the occasion and beautify their homes, but they will do it in their own time and in their own way—with a little diplomatic guidance. But one thing the Canadians will not stand for, and that is the beauty of other countries thrust down their throats. They insist on developing themselves by themselves.

MUNICIPAL PLAYGROUNDS.

The Town Council of Renfrew, Ont., have given practical evidence of their sense of responsibility as the elected leaders of the community in the issuance of ten-year debentures for the purpose of providing recreation for the citizens. The local race track and fair ground is to be divided into a baseball diamond, a lawn tennis court, a bowling green, and a children's playground, while the basement of the fire hall is to be converted into a swimming pool for both sexes. Such an expenditure is an excellent and wise investment for the community and infinitely better than the system followed in too many communities of depending on public subscriptions. Public playgrounds are just as essential to the health of the community as proper drainage, and should be as much a public charge.

A Civic Oath of Long Ago.

We will never bring disgrace to this our city by any act of dishonesty or cowardice, nor ever desert our suffering comrades in the ranks; we will fight for the ideals and sacred things of the city, both alone and with many; we will revere and obey the city's laws and do our best to incite a like respect in those above us who are prone to annul or set them at naught; we will strive unceasingly to quicken the public's sense of civic duty; thus in all these ways we will transmit this city not only not less, but greater, and more beautiful than it was transmitted to us."

We are indebted to our contemporary, the Journal of the Kansas Municipalities, for the above translation of the oath taken by citizens of old Athens, when that city was building up its reputation as the most famous in all the then known world, and our reason for reproducing it in these columns is to show why Athens became famous. These Grecians of old lived for their

city; they set for themselves a standard of citizenship so high that in the striving to reach it they became a community of idealists—and were happy. It was such a community that produced the great thinkers, orators, painters, architects and sculptors that we revere almost to reverence to-day, and no wonder, when the arts were encouraged to the full, and a deep sense of public responsibility was a religion with every Athenian citizen. It was when the citizens got careless about their citizenship, and what it meant, that Athens fell.

This Athenian oath was in force over 2,000 years ago, at a period in the world's history when might was right. When every city was fighting against its neighbour, and every man a soldier as well as a citizen. How much easier should it be then for the citizens of this country to live up to their responsibility, which is not near so exacting as that of the Athenians of old.

Returned Men and the Community Life.

One of the most interesting results of the war, so far as Canada is concerned, is the large number of officers and the more enlightened of the men who have, since their demobilization, taken up, wholly or in part, civic questions. While in the trenches these men had time to think, and they came to the conclusion that what was very necessary to the welfare of Canada and her citizens was a new ideal—and that not dollars and cents. They realized that the basis upon which the social life of the nation must be built was the community, with its intense local problems. They had an opportunity to see for themselves that the outlook and the mentality of men were largely the results of their immediate environment. To these men in France the community back home, whether that community be big or little, had become a place worth while; that if democracy was worth fighting and dying for, their own homes and the homes of their neighbours were worth living and working for. And they studied, and studied hard. They appreciated the fact that material success as an end in itself was not worth a damn. The war proved that. The war also proved that service to one's fellows brought returns inconceivable five years ago, and these men—every community whose sons went to the front has got them—have come back determined to instil into the minds of the neighbours their responsibility to each other, and to the city, town or village in which they live.

Such an attitude on the part of these returned Canadians is not strange. They are part of the best of our manhood, the real patriots of the country. They gave up position and home and went forth to defend an ideal. They have learned

that that ideal can be made practical right in their own community. They have come back and found that those who did not go to Flanders had not learned anything from the horrors of war, and they are determined to teach them.

During the last eighteen months, scores of ex-officers and ex-soldiers have visited the offices of this journal seeking information regarding the municipal government of the different provinces, and we have been more than glad to give it. We told them quite frankly that it was not more municipal legislation that was required, in any of the provinces, but that rather a larger personal responsibility on the part of the citizens was required to perfect the community life of the nation. They were surprised to know that the municipal machinery of Canada was the most perfect in the world—a machine that covered every phase of civic and social activity—and all that was required to keep it running smoothly was a sympathetic public opinion. These visitors went away determined to arouse this same public spirit. We hope they succeed.

A ROAD BUILT WITH GERMAN HELMETS.

The District Council of Croydon (Eng.)—about ten miles south of London—has made good use of its war trophies by building one of the most remarkable roads in the world with German helmets, which being made of metal, made excellent material. The making of the road was simple. Tens of thousands of German helmets, which were taken during the closing days of the war were placed on a stretch of old road and crushed by a steam roller. The result was that with a light covering the township secured a good solid road on what had previously been little better than a mire. This is turning war into peace with a vengeance,

THE COMMUNITY PLAYERS.

Some years ago there was inaugurated in the United States a movement for the uplift of the drama, one of the purposes of the organizers being to counteract the evils of commercialism that at that time underlay every dramatic production in the country. "Art for art's sake" had become a mere formula and the task of the "Community Players," the title which these pioneers for a better dramatic spirit gave to themselves was no small one. After many rebuffs they finally succeeded in gathering together a large body of good amateurs who gave from time to time excellent interpretations of the best plays. The idea spread throughout the different states until in most large centres there is a "Community Players" organization. The propaganda has now reached Montreal, and if the encouragement that the Community Players have received from the local public is any criterion of the spirit of the larger public of Canada there is much hope for its success in every large, and even small, community in the country.

The "Community Players" idea is not only to encourage local talent in acting and in the writing of plays, but to instil into the mind of the public a love of all that is best in the drama, using the word in its broadest sense. For attempting such a work, the Community Players of Montreal will receive the thanks of all citizens who are desirous to see built up in Canada a most noble art.

TWO ENGLISH OPINIONS ON PROPORTIONAL REPRESENTATION.

"Experience, where the system has been put into operation, has consistently and convincingly refuted the criticisms which have been directed against it, and I, for one, feel unshaken confidence that within no distant period its acceptance as a theory will be universal, and that it will be put into practical application wherever in the civilized world representative institutions prevail."—The Lord Chancellor (Lord Birkenhead).

"I cannot conceive any greater work for men or women who love their country and who desire to have it governed by a representative assembly than to take their part in so altering our method of election that the House of Commons is a true reflection of the people of all parts of the country."—G. R. Thorne, Labour M.P.

SAN FRANCISCO TO EXTEND MUNICIPAL STREET CAR LINES.

San Francisco having made a success of her municipal street car lines, is now considering taking over the balance of the lines of the city that are privately owned. That the city would ultimately acquire all of the street car lines has become more obvious as the situation has developed and is now quite generally admitted. This being the case, there is considerable activity in many different directions with reference to the valuation of the remaining privately owned lines.

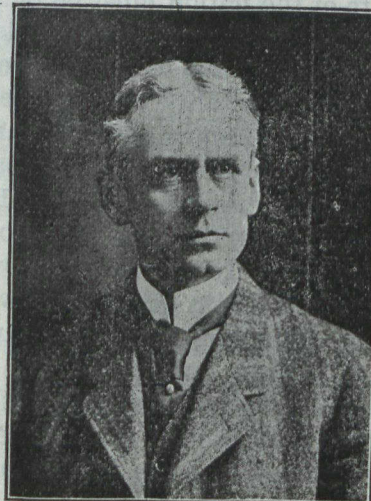
MUNICIPAL BIRD HOUSES IN ST. THOMAS.

The City of St. Thomas (Ont.) recently erected three large bird houses for the housing of Purple Martins. Each house will accommodate 80 pairs of birds. The cost of each structure was about \$250. They are erected in different parts of the city and are all of the same design. On account of their size it was necessary to erect them on steel towers constructed of 1½ inch angle steel. The towers are 24 feet high, each support being set into concrete abutments 4 feet deep. The base of the tower is 2½ ft. by 2½ ft. and 2 ft. by 2 ft. at the top.

MUNICIPAL TRAMWAYS IN GREAT BRITAIN.

That the difficulties of municipal tramway undertakings are not confined to this continent is illustrated in the following editorial taken from the "Survey". (England), which shows very conclusively that in the Old Country the tramway systems are in anything but a flourishing position:

Municipal tramway undertakings have been in an unfortunate position for many years past, and the outlook does not appear to improve. Even the most prosperous concerns have been very hard hit, chiefly owing to the war, but especially to the aftermath of inflated expenditure that has been caused by the war. At Liverpool, for example, the prospects of the city tramways appear to be of the gloomiest, if we are to judge by a statement made recently by the chairman of the Tramways Committee. The undertaking, it was explained, is a losing concern. The city engineer's estimate of the work to be done this year in repairing the track and carrying out the Pierhead scheme amounts to £318,000, while the amount to the credit of the renewal and depreciation account is only £282,000, showing a deficit of £25,900. The operating cost of the system today is 99½ per cent of the revenue, and it is obvious therefore, as the chairman added, that if further increases takes place in the wages and material, the expenditure will be considerably more than the revenue, and the requirements of the renewal and depreciation fund, which were equal to 1s on the rates, will still have to be met. In the circumstances there is much to be said in favour of the contention that the travelling public must pay for their rides. There may be, and probably there is, something to be said for the argument of a labour councillor, that some blame for the present position of affairs may be ascribed to the past policy of voting profits to the relief of the rates, but it seems futile to lay emphasis upon this at the present crisis, and it is anything but helpful to find this statement followed by the assertion that his party would not consent to the raising of the fares. Apart from the fact that the policy condemned is a thing of the past, there is no denying that such relief as was given to the rates was enjoyed by the whole community, irrespective of class, while there can be no question that at present a large proportion of the revenue from the tramways is distributed among the working classes in the form of increased wages. In the circumstances it is little short of unreason to say, in effect, that fares must not be touched, especially in view of the probability that both wages and materials may cost more in the future.



Ex-MAYOR W. STANTFORD EVANS, of Winnipeg, Past President, U.C.M., who has been offered the secretaryship of the new Canadian Milling Association.

"The municipality is the first cog in the machinery of responsible government. The difference between a live city and a dead city is that the citizens of the first are always looking towards the future, while the citizens of the other are looking backward upon the past."

"You cannot rear an Imperial race in the slums."—Lord Rosebery.

NOVEL FEATURE IN MUNICIPAL CONVENTION.

The American Society for Municipal Improvements at its convention held in St. Louis, Oct. 12-15, introduced a novel feature in the form of round table discussions for technical matters. The society reserved half of the main dining-room of the Planters Hotel, which was set up with round tables, in the centre of each of which was a sign designating some particular subject of importance, such as wood block paving, water purification, city lighting, sanitation, etc. The tables were in use for breakfast and luncheon during all of the four days, and each was presided over by an expert with a national reputation in a particular line. The delegates changed from table to table during the meeting and joined in the discussion of the particular subject scheduled, thus facilitating the exchange of ideas.

Such a feature was decidedly a good innovation in interesting the delegates in technical subjects, and its success should be a spur to the municipal unions of Canada to do something along the same lines.

HOUSING IN GREAT BRITAIN.

For the twelve months ending March 31 the loans sanctioned to local authorities in Great Britain amounted to \$208,424,215.

MUNICIPAL AERODROMES.

Under the Air Navigation Bill now before the British Parliament, local authorities will be given the power "to acquire or hold lands for the purpose of aerodromes."

OFFICIAL COURTESY A DEFINITE GAIN.

Courtesy is a distinct asset. Its use inflicts no hardship upon anyone; in the long run it is easier to be courteous than to be overbearing. It is easily within the power of the directors of departments, and of others in authority at the City Hall, so to train the habits of their subordinates that the methods of modern business in this respect can be followed. A frank recognition of the undoubted right of the public to considerate treatment in its own offices would go far toward developing that sense of local pride which is at the heart of true civic spirit.—Philadelphia Bureau of Information.

COMMUNITY CANNING IN SASKATOON.

With the assistance of two home economics experts from the provincial university and the Department of Agriculture, several hundred women belonging to the Daughters of the Empire are operating a community canning kitchen in Saskatoon. Tons of perishable vegetables and fruits raised by the Municipal Parks Board, the Rotary Club and other civic organizations to reduce the city's consumption of food stuffs during war time were preserved, for distribution along with quantities of potatoes, turnips, carrots and other vegetables stored in the city's root-houses for sale at a nominal charge during the winter season.

The project was not only endorsed by the city council when the scheme was started, in 1918, which gave the use of a large curling rink adjacent to the municipal power house, and granted permission to use the exhaust steam from the power plant, but \$200 was allowed from the city's funds for the purchase of canning apparatus. One of the features is a playground at the rink for children to amuse themselves while their mothers can the family supply of winter sweets and greens.

CO-OPERATIVE SOCIETIES IN SASKATCHEWAN.

Five co-operative associations in Saskatchewan last year handled a turnover of over \$300,000. The number of associations in the Province handling live-stock increased from 23 to 35, and the number of cars of live-stock handled jumped from 241 to over 700.

LOCAL AUTHORITIES IN ENGLAND CONTROL LOCAL EDUCATION.

In England, primary and secondary education are controlled by the local authorities, subject to the supervision and control of an education board presided over by a minister responsible to parliament.

HOUSING IN ONTARIO.

According to a report issued by Mr. J. A. Ellis, Director of Housing for the province, Ontario's position regarding housing is as follows:—

"1. Seventy-two municipalities borrowed money from the province for housing purposes. (a) Total amount requested for loans by the municipalities, \$15,000,000. (b) Total amount approved of for appropriations to the various municipalities, \$10,629,000.

"2. Up to 31st December, 1919, 1,184 houses were constructed. About 1,000 have been erected or are being erected this year, making a total of about 2,200 to date.

"3. Appropriations made by the Dominion and the province have been completely exhausted. The following municipalities are proceeding under "The Municipal Housing Act, 1920" (these municipalities issue their own debentures, guaranteed by the province):

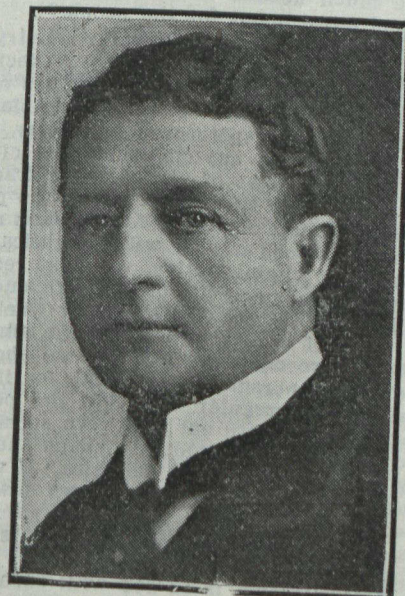
"Fergus, Ford City, Chatham, Kitchener, Peterborough, Sarnia, Walkerville, Windsor."

ADVANTAGES OF POLICE SIGNAL SYSTEM.

Realizing the lack of police protection to the people of Webster and Dudley (Mass.) through the absence of an adequate police signal system, the Chamber of Commerce recommended to the Chief of Police the installation of a signal light and telephone on the main street where it would be easily accessible at all times. The chief welcomed the suggestion, and a marine signal light was accordingly purchased and placed on a post in the centre of the town. A special telephone was installed on the same post and arrangements were made with the telephone company whereby the operator receiving a call for a policeman would immediately switch on the signal light and plug in one the same line. A police officer is always within a short distance of this light and can answer it immediately through the special telephone.

In a test case by newspaper men, an officer answered the telephone in less than two minutes from the time the newspaper men filed the call.

This is really only a temporary measure, but it shows the advantage of a police signal system over the old method of calling up several stores in an effort to find an officer. Specifications and prices have already been secured for the installation of an up-to-date system which will require a man to be on duty at the central office at all times. The great usefulness of this light has impressed upon the citizens the value of having a special system of lights and regulation police boxes installed all over the town.



SIR ADAM BECK, ex-Mayor of London,
Now Chairman of the Ontario Hydro-Electric Commission.

MUNICIPAL GOVERNMENT AND THE EXPERT.

By A. I. ANGLIN.

Is it possible for a democratic institution to be efficient? The pessimist says no; the optimist is at least willing to experiment, and, in spite of the misgivings of the ultra-intellectuals, to place increasing faith in the value of education to forestall the blunders of democracy. Of late there has been no more consistent, well-planned effort on this continent to make a popular institution efficient, than in the field of municipal government. In many cases an unwieldy Council has been reduced to a Commission. Then again, such a Commission has gone so far as to appoint a city-manager to undertake its duties of administration, subject to its oversight. Those who advocate the Commission-manager type of government feel confident that the waste and political corruption that has beset city life will be henceforth offset by this innovation. They argue that the delegating of executive powers to a trained administrator will obviate all those evils that follow on the attempt of a political leader to assume an executive position for which in most cases he can hardly be expected to have the technical experience.

Since the adoption of the Commission-manager form of government by Staunton, Virginia, in 1908, the exceptions to the success of this plan have been insignificant. The city-manager has gained unusual prominence, and the credit for having "made good" because after stepping into the City Hall, he has cleaned house to the satisfaction of a public which is always glad to see its money saved, and which had grown incredulous of the claims of the old regime officials that they were doing their best to remedy matters. The city-manager, on assuming control, immediately introduced the business methods of any large corporation; and, on the whole, surmounted difficulties which the public has little appreciated. But the public will not long maintain that confidence in the city-manager which accompanied the enthusiasm provoked by his initial success, so that, as Mr. Clinton Rogers Woodruff (hon. secretary of the National Municipal League, U.S.A.) remarks, "unless the city-manager is accompanied by an active, organized, vigilant public opinion, it will accomplish, of itself but little more than the older forms." This, then, is the problem in municipal government: How are we to bring the opinion of the public into harmony with the opinion of an expert administrator not popularly elected? Is it possible that any man or institution can be made to serve as the much needed link between government by the people and government for the people?

The principle that in a democratic country the people must be given a substantial share in deciding upon and taking the responsibility for the policies of the city, has been so fully amplified on many occasions in this Journal as to make its repetition superfluous. But let us note specifically certain aspects which the city-manager plan presents in the light of our domestic traditions. Is there not a tendency in that plan towards the paternalism and beauracy so repugnant to the Anglo-Saxon mind? True as it may be that such a plan will theoretically give us efficiency in civic administration, we must realise, while fully appreciating the necessity of that efficiency, that our democracy has not yet reached the point where it understands the value of an expert head to the administrative departments. In recognizing this fact we should not be discouraged in the pursuit of our ideal, for it is only in "a slow, wavering, irregular way that the people under popular governments work out their own social progress." Democratic peoples must gradually shape the tools with which they carve out their own destinies. If we have lost faith in democracy, then we have thrown down our hand in the most worthy and most fascinating game known to human history. To lose faith in this day is to acknowledge fright at the thunder of Prussianism; to hold fast with calm determination is to see with each day a new sun rising on democracy and another step toward our ideal. We must be patient; democracy's growth must be by and through experience, its shifting fashions must have

time to make and re-make its customs, and its customs time to mould and re-mould its laws. It is, therefore, imperative in a democracy that the people be prepared for, and then be given every opportunity to indulge in a healthy, continuous experience in self-government. In no other way can we ensure stability to the laws of the land and, at the same time, fruition to the seed of reform.

Let us assume, then, a thorough-going recognition of the commonplace that the people must be a party to all public affairs anent the government of the city. On this point the remarks of President Butler of Columbia, are significant:—

"Public control through the enforcement of moral standards and through the approval or disapproval of public opinion is far more effective than governmental control through penal statute and police regulation. The whole aim and purpose of public education is to help men to help themselves, to develop initiative, to seek out and to train capacity and to build up a generation of good citizens. The more our social and political system entrusts to the sphere of civil liberty, the more it calls upon the individual citizens for effort and for service, the richer and the fuller will be its life."

Although preparation for citizenship is not a part of this discussion, we should note that educational authorities are giving it such earnest consideration that there have been many revisions of the school curriculum which are in line with modern social forces. It is the socialising of popular government, if such an expression may be used, with which we are concerned. And realising that any human activity is done in one best way and that by the man or men thoroughly acquainted with the problem and the possible means of attack, it follows that any developments in the forms of government will continually manifest the necessity of introducing the expert here as well. Will the expert be of any benefit to the city government? If so, where is his place?

It is futile to expect that the people will elect experts to the City Council. It is possible, however, for them to elect keen business and professional men, who have been a success in their own fields, but who have no knowledge of the methods of civic administration apart from the generalities of business and common sense. And when we remember that the primary function of a council or commission is to frame municipal policies, and stand or fall before the electorate on the strength of these policies, we shall see that such representatives are superior to experts by reason of their breadth of view, political experience, and popular contact. Since these policies concern the conduct of the executive departments, the members of the Council must become directly responsible to the people for their administration. It is here that the difficulty arises. By what means and standards are the people to judge of administration? Various checks on administration have been devised such as the initiative, referendum, and recall, but as yet there has been very little effort made to provide the voter with the only possible material for the basis of a sound judgment, namely, unalloyed information, knowledge, facts. Let us repeat, facts. Sentiment and national emotions may enter into national politics, but with the government of an urban community nothing but facts should serve to decide the issue. There must therefore be some means of procuring and analysing the facts in the city's administration and, what is the more important point, of interpreting them to the popular mind. In this way shall we offset the in-expertness of the electors and the elected alike; and then only shall we reconcile popular government and efficiency in so far as it is possible while adhering to democratic ideals.

In a few small cities of the United States and Canada there has been appointed, as we have seen, a city-manager for the purpose of applying to the city's administration this expert insight and executive capacity. The novelty of the step in these communities focussed public attention on the city-manager. In nearly every case he has taken advantage of such publicity to interpret his aims and his accomplishments to the people; and the results have been gratifying to all parties. The manager has undoubtedly

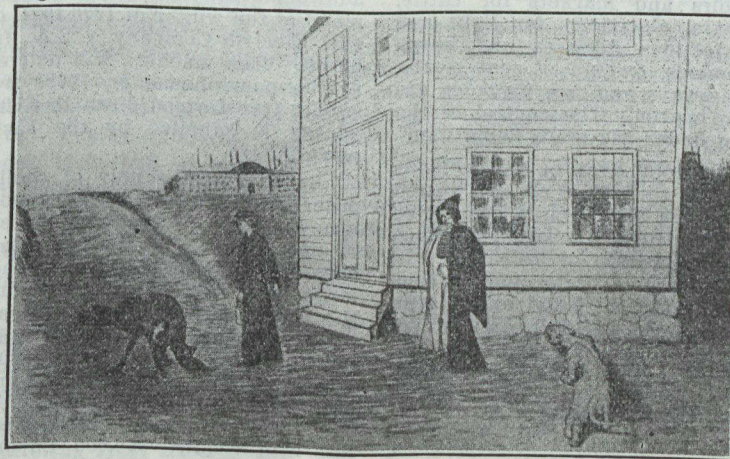
THE MOTHERS' ALLOWANCE ACT IN ONTARIO.

It is safe to say that no more popular piece of legislation has ever been passed by any Government than the Mothers' Allowance Act that is now being put into operation throughout Ontario. It was endorsed by both labor and capital, societies, secular and sectarian, and by probably all the fraternal and benevolent organizations of the province. Who set this thing going? Many have helped it along in recent years, including the National Council of Women and the labor leaders, but we recollect years ago hearing J. J. Kelso declare in eloquent and emphatic terms that financial help for worthy widows in rearing their children was one of the great essentials—a cure instead of a palliative. Knowing, therefore, that he advocated this advance step when no one else believed it practicable, we took the trouble to look up reports which he made to the Ontario Legislature as Superintendent of Neglected and Dependent Children of Ontario. Here are some extracts from Government blue books that anyone can readily verify at a public library:

be worthy of careful consideration. It would really be the greatest economy in the long run to support deserving mothers in their own homes so that they could devote all their time and attention to the training of their children. Not long ago I knew of a case where a woman left in this position was induced by some ladies to put her five children in the orphanage and take a situation. The cost of maintaining the children in this way, if given direct to the mother would have enabled her to maintain a simple little home and to the children would have been preserved the inestimable blessing of a mother's care and attention. This is a work, that it seems to me might usefully engage the attention of the churches. But from whatever source it comes, some plain of aid should be devised that would keep mothers at home to look after their children."

Taken Up in United States.

Mr. Kelso was an active member of the National Conference of Charities and Correction of the United States, and in 1902 was elected vice-president. His reports were regularly sent to social workers in the States as well as Canada, and were widely influential in bringing about im-



"When the widow goes forth to drive the wolf from the door, neglect and vice seize upon the children."

Report of 1895: "Widows and others applying for release from parental responsibility through poverty should be assisted to keep the home together rather than encouraged to part with their offspring. The aim of the Society through all its work should be to elevate home life and strengthen and ennoble family ties."

Report for 1896: "There are poor, but respectable mothers who require help, and this should be given them in their own homes either by the municipality or Church organizations so that the home may not be broken up. It no real charity or help to a poor mother to close up her home and send her children, one to this institution and one to that, thus robbing both of the ties and influences that are after all the only thing worth living for."

Report for 1897: "I have always contended that if there is any one obligation more than another that should rest upon the public conscience both of the church and community, it is the obligation to assist widows and deserted mothers to maintain and educate their children in their own homes; for it is a fact that goes without saying that nothing else on earth can replace a mother's care and influence."

Report for 1900: "Deserted mothers and their children.—In towns and cities I have found that a good many of the children who find their way into industrial and other child-saving institutions have come from homes where the father is either dead or has deserted the family, and the mother is compelled to go out working to provide food for the children. The boys and girls left all day without guidance or restraint soon become unmanageable and are brought before the magistrate for unruly conduct or pilfering. These cases are of such frequent occurrence as to

proved social conditions. In 1911 the first Widow's Pension Act was passed in Missouri, the movement rapidly spreading until a few years later it was world-wide. And strange to say, Ontario was behind even its own sister provinces in taking up this worthy cause. The indications are, however, that she will soon surpass them in her zeal to make up for lost time.

GENUINE CONSERVATION IS STATESMANSHIP.

When any such undertaking as the development of a natural resource is proposed, if that development is to be made under government control and regulation, it at once appears to arouse the fear that it is to be somehow the beginning of a malevolent policy called "conservation," and conservation has had a mean meaning to many ears. It connoted stinginess and a provincial thrift, spies in the guise of Government inspectors, hateful interferences with individual enterprise and initiative, governmental haltings, and cowardices, and all the constrictions of an arrogant, narrow and academic-minded bureaucracy which cannot think largely and feels no responsibility for national progress. The word should mean helpfulness, not hindrance—helpfulness to all who wish to use a resource and think in larger terms than that of the greatest immediate profit; hindrance only to those who are spendthrift. A conservation which results in a stalemate as between the forces of progress and governmental inertia is criminal, while a conservation which is based on the fuller, the more essential use of a resource is statesmanship.—G. S. Franklin.

THE PUBLIC UTILITIES OF MELBOURNE, AUSTRALIA.

In order to fully understand the operation of public utilities in Melbourne, Australia, one must know the organization of the city administration. The Council of the city of Melbourne consists of thirty-two members, eight of whom are aldermen representing the eight wards of the city. The Council is presided over by a Lord Mayor who is elected annually by members of the Council. The permanent committees of the Council are: Public Works, Health, Finance, Markets, General Purposes and Legislative, Hackney Carriage, Electric Supply, Abattoirs and Cattle Market, Town Hall and Baths, Parks and Gardens, Alexandra Park, Insurance Special.

The metropolitan area of Melbourne, with an acreage of 163,366, has a population of approximately 724,000 and a valuation of nearly \$45,000,000. The functions of the city include control of the traffic, the control of licensed vehicles for hire, roads and footways, storm-water drains, bridges, parks, gardens and playgrounds. The operation of wholesale and retail markets for fruit and vegetables, produce and general merchandise, public weigh-bridges, public abattoirs and markets for cattle, sheep and pigs, horse bazaars, electricity for light and power, health functions, infectious diseases and hospitals, inspection of food premises, owners of real estate, etc. Water and sewage, tramways and fire brigades are controlled by three separate boards. The control of the police for the entire state is under the state department.

Within the city proper the total area of parks, lands and reserves is 1,834 acres. Of this, 49 acres are vested solely in the City Council, and the council as a committee of management has under its control 13 parks, gardens, reserves and squares with a total area of 525 acres. In addition to the foregoing, 53 acres of parks and gardens are controlled jointly by the Board of Land and Works and the city corporation, and an area of 1,210 acres, which consist of Crown lands and lands vested in special trustees, is also within the boundaries of the municipal corporation.

Electric Supply Department.

The city of Melbourne has been lighted by electricity from its own power house for 26 years, and the growth of the electric supply department during this period is of interest. The original plant for lighting the city electrically was obtained in 1892. Altogether, 650 arc lamps and 1,200 incandescent lamps were installed on what was known as the Thomson-Houston series, then in universal use for such purposes in the United States. At the power house four 300-horse-power engines for local manufacture were installed with 24 arc dynamos each capable of supplying 50 arc lamps. The total capacity of this plant was 1,200 horse-power, whereas to-day the plant capacity installed and on order amounts to approximately 35,000 horse-power. This system of street lighting was in use until the year 1906, when it was replaced by one of a more modern nature.

In 1897 the Council extended the plant so as to make available a supply to private customers. This supply was in the form of single-phase, alternating current, generated at 2,000 volts and transformed to 100 volts at the consumers' premises. Until 1901 the distribution of current was effected solely by overhead wires carried on poles, but in that year a system of underground mains was substituted in the central portion of the city, to give a supply of direct current at 230 and 460 volts. At the same time the Council completed arrangements for taking over the interests of the three private companies which were then engaged in supplying electricity to consumers in the city. The cost of this transfer amounted to about \$250,000, exclusive of a sum of about \$150,000 which was spent in re-wiring consumers' premises to enable them to be connected to the Council's supply system. Five small direct-current generating plants aggregating about 2,000 horse-power, which were installed at the power house in connection with this development, have since been sold to make room for the latest extensions.

Further extensions to the plant at the power-house and at the Heffernan Lane substation have taken place at various times. These are listed in the following table:

1905-6—Two 1,000-horse-power Allen Crompton direct-current generators.

1907—One 1,000-horse-power Allen-General Electric direct-current generator.

1907—Two 1,000-horse-power British Westinghouse single-phase turbo generators.

1910—One 2,000-horse-power Allen-General Electric direct-current generator.

1912—Four 2,000-horse-power British Westinghouse rotary converters.

1912—One 2,000-horse-power Tudor battery.

1913—One 1,300-horse-power British Westinghouse rotary converter.

1913—One 3,300-horse-power Belliss Siemens three-phase turbo generator.

1914—Two 5,500-horse-power Willans Siemens three-phase turbo generators.

1914—One 2,000-horse-power British Westinghouse rotary converter.

1913—One 7,300-horse-power British Westinghouse three-phase turbo generator.

1919—One 2,600-horse-power General Electric Company U.S.A. rotary converter.

Provision has also been made for the necessary boilers and auxiliary plant to supply the steam necessary for this additional generating plant. To meet the expected demand of the winter of 1920-1921, one 6,600-horse-power General Electric Company, U.S.A., frequency changer was ordered. This machine will deliver 6,600 volts at 50 cycles at the power-house bus bars from a 20,000-volt, 25-cycle supply transformed down to 6,600 volts at 25 cycles. The energy is supplied by the Victorian Railways Newport power-house.

As an ample supply of cooling water is necessary in order to obtain the highest economy from turbo generators, a new system of supplying water from the River Yarra is in operation. A tunnel of reinforced concrete has been constructed from the river to the power-house, where four large centrifugal pumps have had to be erected to raise the water and circulate it through the condensers. Each of these pumps is driven by a 125-horse-power motor and is capable of dealing with 500,000 Imperial gallons per hour. To give an idea of the amount of cooling water required for a modern turbine, it may be pointed out that the 7,000-horse-power turbo generator on order will at full load require 350,000 Imperial gallons of water per hour to be continuously flowing through its condenser. The maximum capacity of the tunnel will suffice for about 30,000 horse-power of generating plant.

Although the primary object in installing these three generators is to supply, through the medium of the converters, direct current to the central portion of the city, three-phase current is also being supplied to the municipalities of Brunswick, Coburg, Port Melbourne, and Williamstown, also the city abattoirs, the Melbourne-Brunswick and Coburg Trams and the State Cool Stores.

The City Council has discontinued the generation of single-phase current, which is used at present in the outlying portions of the city and in the Footscray municipality. These supplies are taken through suitable transformers connected to the three-phase system. By the substitution of a rotary converting plant, the gradual displacement of the remaining direct-current generators will be effected at no distant date, and the whole of the generation will then be performed by large-capacity, three-phase turbo generators, which in comparison with the smaller plant originally installed are very much cheaper to install and to operate.

The Annual Statement of Accounts for the year ending December 31, 1919, shows an operating expense of £134,854, shillings and pence omitted, against an operating income of £240,081. This makes a net operating revenue for the year of £105,227 in round numbers, which compares with a figure of £108,782 in 1918. Both the operating income and the operating expense increased in 1919 over the figures for 1918, but it will be noted that the net operating revenue for 1919 is some £3,500 less. When interest, depreciation and other charges have been written off against the account, it leaves a net profit for 1919 of £30,491 15s, as compared with the 1918 figure of £35,227 17s 11d. As wages and other general expenses showed very little change between 1918 and 1919, the biggest single factor in the increased costs was the item for coal, which advanced from £55,000 to £63,000.

(Continued on Page 343.)

MANAGEMENT OF MUNICIPAL HOUSES IN HOLLAND BY WOMEN.

The Municipality of Amsterdam, Holland has provided, either directly or through Public Utility Societies, a large number of dwellings for its working-class inhabitants. Up to the present time 4,000 families have been housed in these municipal dwellings, 6,000 more dwellings are in course of erection, and plans are laid for bringing the total number up to 20,000 at no very distant date.

The housing policy of Amsterdam is comprehensive. The town has assumed the duty, not only of supplying houses to meet the general shortage, but of providing houses for those for whom no one else is able or willing to find accommodation, and especially for large families. It does not, like most English local authorities, select its tenants, but accepts all even the worst class, if they are houseless citizens of Amsterdam.

In these circumstances the question of managing the municipal houses becomes a very important one. Mr. Keppler, who has presided over the Housing Department of Amsterdam for five years, went over to England to see for himself the methods of managing working-class property, introduced by Miss Octavia Hill, and it was decided, as a result of his experience, to appoint women managers to take charge of the municipal houses and their tenants on the same lines. The first two women appointed had been trained years earlier under Miss Hill in London. There is now a staff of thirteen managers working under the Chief Woman Manager.

It is the duty of the Chief Manager to receive applications from and to interview would-be tenants, to enquire into their circumstances, and to allot new or empty houses to those families whose need she considers most acute. Great care is taken in assigning the new dwellings. Some groups of houses are designed expressly for families with five or more children and are reserved for them, while families with a member suffering from tuberculosis are placed in dwellings which has a sunny balcony or garden.

The managers collect the rents from the tenants in their homes; they take a note of any repairs needed and inform the Repairs Department. They instruct the women in the use of fittings and apparatus (all the municipal houses are fitted with gas cookers and electric light) and insist upon the tenancy regulations being observed. They co-operate with a number of voluntary societies which help the tenants in various ways.

The majority of tenants are of an average working-class type, and each manager looks after some 200 to 300 families. But since no tenants are rejected for reasons of character, it follows that there are among them families which are below the average and a few which can be described only as bad; they do not pay their rent promptly, they are destructive, or they are noisy, drunken and quarrelsome. When families are considered by the managers to belong to this group, they are removed into one of the special areas set apart for them. They are placed in temporary wooden one-storey buildings built in pairs with a fair amount of space between. These special areas are in open situations on the outskirts of the town. Here the families are under strict supervision—a supervision, however, which has always in view the education and improvement of the tenant. The manager who has charge of one of these areas—on each of which are not more than 25 families—resides on the spot, in a dwelling similar to those occupied by the tenants; she reports weekly to the Chief Manager on the circumstances and conduct of each family, and does all in her power to help and improve them.

The Chief Woman Manager has a good salary. Her assistants are placed in three groups according to experience and to the responsible nature of their duties. During the first twelve months an apprentice must attend an evening course of training at the University School of Social Work in Amsterdam, where she receives instruction in various branches of social work, such as the relief of distress, social, hygiene club management, housing and town planning.

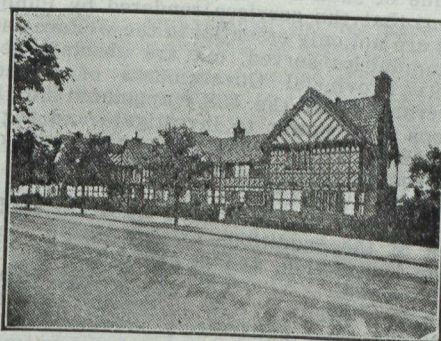
The Director of Housing regards the work of the women managers as extremely valuable from a social point of view, and he hopes to be able to find competent women to take charge of all the houses which the municipality are putting up. The salaries of the women managers are a fairly heavy charge upon the revenue, but the municipality considers the money well spent. They find that the tenants gradually improve, that rents are paid promptly and that the property is kept in good order, while good tenants appreciate the consideration shown to them and the interest taken in their welfare.—E. A. C. in "Survey."

PUBLIC UTILITIES.—Continued.

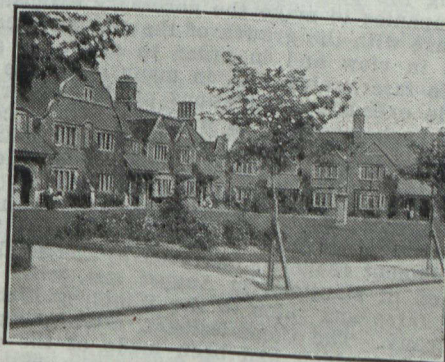
This reduction of the margin of profit in utility plants has been universal during the past year, but there are factors which make the Melbourne plant well prepared to meet it. The charge for lighting units has remained practically unchanged since 1912, and for power units since 1911, and both are low. The scale is variable, that for lighting units ranging from 6 pence to 1 penny; and that for power units from 2 pence to half-penny. It is obvious that these rates could be increased without hardship to consumers, if the city administration should decide that an increase in revenue was desirable.—"American City."

MUNICIPAL BRICK-MAKING.

The Glasgow (Scotland) City Council recently instructed the housing director to prepare plans and specifications showing the building and machinery necessary for the manufacture of nine million bricks per annum.



HALF-TIMBERED COTTAGES, PORT SUNLIGHT.



BATH STREET, PORT SUNLIGHT.

The model village of Port Sunlight, opposite Liverpool, Eng. Built by the firm of Lever Bros., Limited, to house its 5,000 employees.

THE INDISPENSABLE SERVANTS OF OUR COMMUNITY LIFE.

A. J. NESBITT

(Nesbitt, Thompson & Co., Investment Bankers.)

The Public Utilities—electric light, power, street railway, gas and telephone—are absolute necessities in our every day life, and are also materially assisting in the growth and prosperity of our cities and towns.

Canada is farther advanced in the development of Public Utilities than any other country, and especially of her water powers, of which there is an abundance. In 1910 there was only slightly over 1,000,000 h.p. developed, while in 1919, there was over 2,000,000 hydro-electric power developed, and in operation. This 100 per cent increase (the largest part of which was in the Province of Quebec) resulted in increased industrial expansion and activity, with consequent prosperity to the country, and saving the importation of millions of tons of coal.

In view of these facts it can readily be realized that conditions which would tend to reduce the efficiency, prevent the services rendered, and expansion of these utilities must be remedied, otherwise the results would be disastrous for the communities served as well as for the companies.

Up to the year 1915 Public Utility Companies all over Canada and the United States had been operating under very satisfactory and profitable conditions.

The securities of such companies, more particularly those which were generating their electric energy from water powers, were regarded with great favor by bankers, trust and insurance companies and investors generally, as the companies were protected by long term franchises at fixed fares, rates, etc., and as a consequence were considered the safest and most stable form of investment. In fact selling on the same yield basis as the best municipal bonds.

Since 1915, however, these long term franchises at fixed rates, fares, etc., which were so well regarded have become a burden to the companies for the following reasons:

All materials, and equipment entering into their operation advanced in price due to war conditions, labor also became scarce and require increased remuneration, thus heavily increasing the operating expenses, while the rates and fares for services rendered, remained stationary, resulting in decreased net earnings, and depreciation in the market value of such securities.

Realizing that the services rendered by Public Utility Companies are not only essential to the welfare and growth of the communities served, but are absolute necessities, the various Provincial Governments of Canada (and State Governments of the U.S.) appointed Public Utility Commissions with power to investigate and regulate the conditions under which these companies were operating. This has been very beneficial to the public and the companies as well.

These commissions have made a careful study and investigation of the conditions arising within the districts under their jurisdiction, and in every instance have been fair and reasonable. Viewing the situation from a broad standpoint they realized that if the companies were to render efficient and satisfactory service they must receive fair and adequate compensation, and unless this was forthcoming the public must suffer, due to the inability of the companies to make the necessary extensions, etc., to keep pace with the growth of the communities served. With this in view and in order to arrive at a proper basis as to fares, rates, etc., in many cases the commissions made exhaustive valuations of the properties, and authorized such increases as would enable the companies to earn a fair and adequate return on the capital investment. Many of the judgments rendered by the various commissions being very sound and reasonable.

The majority of our Canadian companies have been granted increases during the past year or two. The most recent judgment rendered has been by the Public Utility Commission of Manitoba in August last, when awarding increased fares and rates to the Winnipeg Electric Railway Company. The Commissioner, after going into the valuation, etc., which had been made of the company's properties, made the following statement in connection with the return on the capital investment to which the company was entitled:—

"To insure continuance of a satisfactory service the rate must be such as will be attractive to investors, for

the business is one that constantly requires additional capital. In my judgment 8 per cent is the proper rate to fix after maintenance renewals and depreciation."

These favorable judgments and awards, as also the fact that labor and material costs have undoubtedly reached the top, and in many cases are on the decline, is helping to re-establish the confidence of investors in this class of security.

After a careful survey of the Public Utility situation we believe that the securities of well established public utility companies supplying light, power and street railway service, and generating their electric energy from water powers, are exceptionally attractive at present prices, and any change must be an appreciation in value.

The following comparisons of the earnings of over 100 Canadian and American public utility companies will show the improvement which is taking place.

Gross Revenue.		July, 1919.
July, 1920.		
\$48,911,305		\$37,877,604
Increase \$11,033,701, or 29 per cent.		

Gross Revenue.		July 31st, 1919.
July 31st, 1920.		
12 mos. to		12 mos. to
\$467,797,484		\$346,368,732
Increase \$121,428,752, or 35 per cent.		

Net Revenue.		July, 1919.
July, 1920.		
\$18,326,121		\$14,463,149
Increase \$3,862,72, or 26 per cent.		

Net Revenue.		12 mos. to
12 mos. to		12 mos. to
July 31st, 1920.		July 31st, 1919.
\$200,384,582		\$163,584,057
Increase \$36,800,425, or 23 per cent.		

It is not generally appreciated, but is nevertheless a fact, that the electric street railway is the most economical and efficient means of short haul transportation that engineering science has yet devised, notwithstanding the advent of the motor bus.

The following statement by the General Manager of the Fifth Avenue Motor Bus Co. of New York is very interesting and important:

"There are those who believe that the trolley car propelled by a gasoline power unit may supersede the present equipment. In my opinion this theory will not bear close analysis, for the greatest asset the trolley car has is cheap power, and if you take this away the structure falls to pieces."

"No kind of bus designed up to the present is capable of properly handling peak loads. In my opinion the theory that the car systems in any of the larger cities can be supplanted by any standard size of bus now obtainable is absurd and not worth any serious consideration. The bus is not more economical than the trolley car on the basis of cost per passenger carried, which is the only real basis."

"It should be borne in mind that the financial success of the Fifth Avenue Coach Company is largely due to the 10 cent fare. On a 5-cent fare its development would have been absolutely out of the question."

The Public Utility Companies are absolute necessities and can be termed correctly,—"The Indispensable Servants of our Community Life," and being so necessary in our every day life proved that the securities of the Public Utilities are founded on a stable business situation which is the fundamental requirement of a conservative investment.

To sum up the Public Utility situation:—

The Standing of the Public Utility Companies a Year Ago.

1. Operating cost, material and labor had advanced enormously and were still advancing.

(Continued on Page 343.)

OUR BOOK REVIEWS.

CANADIAN ANNUAL REVIEW OF PUBLIC AFFAIRS.

Mr. J. Castell Hopkins, F.S.S., F.R.G.S., in the nineteenth issue of his "Canadian Annual Review," has produced a volume that, if anything, excels his previous reviews of Canadian affairs. Year after year for nineteen years Mr. Hopkins has kept his readers informed in a way at once interesting and instructive, of events not only as they have occurred in Canada itself, but of world events that directly affect the welfare of the country, consequence being that those who have had the privilege of following this delightful author through his Annual Reviews cannot help but be well informed men and women. It is true that as every word is written by himself the reader gets only Mr. Hopkins' view, but such is the broad spirited mind and fairness of the man that every event chronicled—whether it be local, provincial or national—is strictly accurate as to facts and always fair regarding the comments on the facts. Mr. Hopkins has only one bias—a true Canadianism.

The present volume covers:—

"The Peace Conference and Canada's Part in it."

"The Aftermath of the War."

"The Return and Demobilization of Canada's Troops."

"The Labour Movement."

"The Farmers' Movement."

"The Industrial Situation in Canada."

"The Industrial Congress," at which for the first time in Canadian history municipal Canada co-operated with the Federal Government.

Each of the provinces is dealt with separately—industrially, socially, politically and municipally—and conjointly. The Dominion is treated in every phase of public activity, whether that activity be domestic, national, imperial or international in character. The questions taken up relating to the Empire include the new Constitutional Act of India; the Sinn Fein movement in Ireland; the National movement in South Africa; Australian conditions; the After-War Construction in Great Britain, etc.

A feature of the work are the chapters on Reconstruction, in which Mr. Hopkins has put his best efforts. He records concisely the progress already made and shows the opportunities for the future, but above all, he clearly describes the responsibilities and the task to be undertaken if Canada is to take her proper place among the nations of the world.

So far as municipal affairs are concerned, Mr. Hopkins has reviewed very fairly and accurately the activities of each municipal union, not only as they relate to their respective provinces, but to each other. He has taken note of the outstanding features of each convention, and has even given credit to ourselves for forming the Quebec Union of Municipalities.

Of course, the volume, as was to be expected, is well written throughout, and we have much confidence in commending it to every municipal

council in Canada. As a reference book, the Canadian Annual Review for 1919 is easily the best that has been published. It is published by The Canadian Annual Review, Limited, Toronto, and the price is \$5.00.

THE MUNICIPAL YEAR BOOK OF ENGLAND.

After a lapse of five years the "Municipal Journal," of England has republished its "Municipal Year Book," and every municipal council in Canada should secure a copy for reference. It is the most complete record of the municipal activities of Great Britain that has ever been published. Made up of 535 pages, divided into twenty sections, the Municipal Year Book not only covers every phase of municipal government as it is administered in the Old Country, but classifies it so completely that every civic activity is easy to find and follow.

The chief sections of the edition are as follows:—

Municipal Government in England and Wales.—Containing summaries of the work of Municipal Corporations (with names and addresses of councillors and officers), and the Urban and Rural District Councils. The names and addresses of the members of Urban District Councils whose populations exceed 20,000 are given. In other cases names of chairman and chief officers. The names and addresses of the members of the County Councils are also included.

Municipal Government in Scotland.—The work of the principal Scottish cities and towns summarised. Names and addresses of councillors and officers.

Local Government in Ireland.—The work of the principal Irish cities. Names and addresses of councillors and officers.

London Municipal Government.—County Council, City Corporation, City and Borough Councils, Water Board, Asylums Board, Port Authority etc., etc. with names and addresses of members and officers.

Water Supply.—Tables of Statistics of municipal undertakings giving complete analyses of revenue, profits, etc.

Gas Supply.—Alphabetical list of municipal undertakings, with complete analyses of revenue, profits, etc.

Tramways.—Including a series of most valuable tables giving the figures relating to the individual undertakings at a glance, etc., etc.

Roads and Transport.—The new legislation affecting roads and a review of recent progress in the adoption by municipal bodies of motor vehicles and appliances for various purposes.

Electricity Supply.—With statistics in tabular form of practically every municipal electrical enterprise in the Kingdom, etc., etc.

Housing.—The new powers conferred on local authorities and the progress of housing schemes in various towns.

Markets and Slaughterhouses.—Complete list, with tables showing receipts, expenditure, etc.

Baths and Wash-houses.—Useful statistical information in a form easy of reference.

Public Libraries.—The numbers in various towns and rate levied for maintenance purposes.

Refuse Collection and Sewage Disposal.—Special features of Municipal Enterprise in various towns.

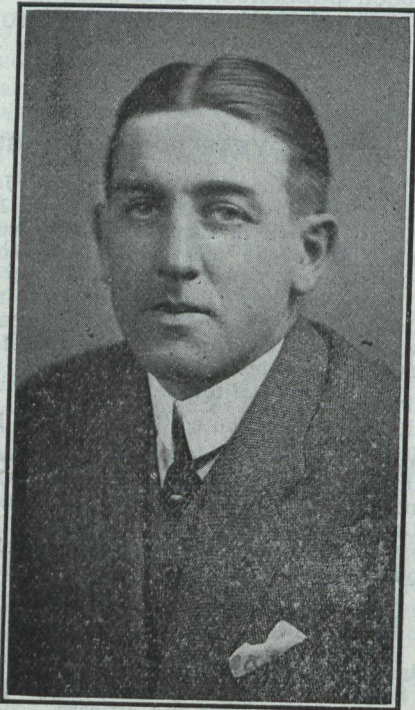
The Municipal Year Book is published by the proprietors, the "Municipal Journal," Ltd., Sardinia House, Sardinia Street, London, England, and the price is 21s 9d post free.

GOOD CITIZENSHIP.

"Good citizenship is the subordination of one's desires and inclinations to the common good; the faithful observance of just laws and ordinances; the acceptance of the duties and obligations of citizenship as well as its advantages and its protection; loyalty to one's family, one's city, and one's Nation."—L. F. Kneipp.

THE CHAMBER OF COMMERCE A GREAT FACTOR IN CITY DEVELOPMENT

W. JOS. SHEA,
(Late Industrial Commissioner for the City of Three Rivers, P.Q.)



W. JOS. SHEA.

Successful organizations such as chambers of commerce are only possible to-day when a fair percentage of the representative business men, and a large percentage of the young men, who are to become the future business men of the city, interest themselves in the work.

To arrive at this point it is necessary that every citizen understand well the importance as well as the indispensable need of a well organized Chamber of Commerce or Board of Trade. Conditions to-day are not what they were ten years ago. Competition has sprung up among cities and it is a case of the survival of the fittest. Municipal progress must be thoroughly understood by all, and it is only through the agency of the Chamber of Commerce that this knowledge is to be obtained and imparted to others.

Municipal progress depends mainly upon knowledge, broadmindedness, civic pride, and the theory of the survival of the fittest, but the dynamic force back of it all is the process of education and conversion of those who do not understand, through the efforts of the progressive leaders of modern day development. To say that a man is not progressive and has no civic pride should not be interpreted to mean, in all cases, that he lacks these elements of progress, for there are many individuals who possess a spark of progressiveness and civic pride, which merely needs a bit of nursing and education to fan it to a point where it is easily recognizable. Many cases there are who need but an explanation or a little advanced education to win a human unit for the ranks of progress.

The most useless person in a community is the man who, although he has means, the power and some influence, will draw his curtain of seclusion around him in the midst of surroundings, that have offered him during his life, the main opportunity to place himself in a position of ease and comfort.

Some communities are somewhat shackled and handicapped by the influence of money power of a few narrow minded individuals, and their conversion to the principles of progress and good citizenship is beyond accomplishment. But what a terrible thing it must be for such individuals to realize that, when, at the last call they pass beyond, the whole community experiences a feeling of release, like a rose tree which is permitted to blossom after the frost has disappeared.

Where a true application of the great value of combined effort in city upbuilding is understood, the spirit

of co-operation should be no difficult task for any Chamber of Commerce to create. No merchant or any kind of business man can accomplish as much, working single handed in correcting abuses in trade, in the upbuilding of commerce and trade, or securing of improvements along different lines, in a community, as when banded together with his fellow merchants in an organization that acts as the medium through which the individual views are expressed, and when united and crystallized into the sentiments and co-operation of the whole, naturally, carries more weight than the expressions and actions of the individuals.

A Chamber of Commerce is the medium through which the business men speak. It is an important factor in promoting just and equitable principles in trade, protecting the rights of its members, and in advancing the best interests of the city or community. When a Chamber of Commerce is composed of active, progressive representatives of various lines of business, it voices public sentiment, and directs public thought in matters affecting public policy.

Everyone engaged in business, be it one line or another, should devote a certain amount of his time to the community interests. He should not feel that the community owes him something, and rest at that. If everybody reasoned along these lines there would be no Chambers of Commerce.

Every citizen who gives up some of his time and help in matters of public policy is a community asset. While we have a few such citizens in every community who give freely of their time and efforts in behalf of the public weal, there is also a large percentage of those who can be considered community liabilities, as they lend no help whatever.

But how should a Chamber of Commerce be started, and when started, how should it be carried on?

I would suggest the following:—

An organization campaign for membership should be created.

A defined programme of work for the ensuing year.

The formation of committees to carry out each part of the programme.

The issuing of an annual bulletin dealing with the success of the different committees in carrying out the programme of the year just past.

This bulletin would also include all work accomplished not included in the programme, as well as the new programme for the next year.

The hiring of an aid secretary who could devote his whole time to work of the Chamber and instruct the different committees.

The organization committee should be formed to prepare a careful and thoughtful plan, in which the future service of the Chamber of Commerce to the community would be paramount. It must be realized at the inception that the proposition, to stand permanently, must be made to appeal to the business men of the city, from the view point of service and material gain through both direct and indirect benefits. It should be understood that to build substantially, the business men must come to a thoughtful consideration and conviction of the need and the value of an effective Chamber of Commerce. It must be made to appeal to the citizens as a cold-blooded business proposition, rendering service to its membership.

This is a day of community thought. Individual prosperity and the prosperity of the rising generation demands that men give thought to community progress just as they do to progress in their own business. At no time in history have men and women too, given such earnest thought to civic and commercial progress, especially that which comes from organized effort. Never before was that trite expression: "Cities are built by men" more true. In fact community progress to-day is dependant so much upon organized effort that cities without such effort are, as a rule, making little headway.

In any big forward movement there must, first of all, be a foundation laid. A proper reorganization means a proper foundation and it is going to depend on the character of this foundation, as to the stability and permanency of the superstructure.

THE CHAMBERS OF COMMERCE—Continued.

Regarding "a definite programme of work for the ensuing year," this only means systematic work, as against aimless endeavor with no definite aim in view. The inclusion of a programme in the proposition to be put before prospective members will also have the effect of showing the importance and need of the chamber of commerce. It will present the object of the organization to them in a new light and cannot help but create enthusiasm and a desire to do their share, particularly when they are made to see that their interests are vitally concerned.

The clause which concerns the formation of committees to carry out each part of the programme is the motive power which makes an efficient machine out of a Chamber of Commerce. Every community has certainly many problems which demand consideration by the Chamber of Commerce Committee. There should be a City Beautifying Committee, an Amusement and Playgrounds Committee, a City Planning Committee, a Civic Affairs Committee, a Retail Merchants' Committee, and last, but not least, an Agricultural Committee.

"The issuing of an annual bulletin dealing with the success of the different committees in carrying out the work entrusted to them," means, of course, a record of the work done during the year and shows, in a tangible way, that the Chamber of Commerce is a serious organization. The men who participate in bringing about the results contained in the bulletin should be encouraged to continue their service to the community. Non-members, more than members, should be made to realize that their help, personal and financial, is needed to continue the good work, and they must indeed be very inferior citizens if they are not inspired to become members and do their share.

The last clause referring to a paid secretary is perhaps one of the most important of all, inasmuch as the other clauses are more easily and effectively carried out under the direction of an efficient paid secretary. Having no other interests at stake but the development of the Chamber of Commerce and the city in which it lives, he is enabled to formulate programmes for the different committees, according to the greatest needs of the community. He could work hand in hand with the business men as there is a great deal of work connected with city development which can only be incompletely done, when left in the hands of one individual. To ask a secretary to devote his whole time to the service of his community, simply to prove his sense of love and devotion would be rather presumptuous. The profession of secretary is so important to-day that the large universities throughout the United States are now instituting special courses for the training of efficient secretaries. This secretary, if efficient, would more than make his own salary the first year, by formulating plans for membership campaigns to be conducted under his guidance.

He would have no difficulty in showing the business men that a fee of \$25 per year, instead of the usual \$5.00, would indirectly revert back to them through an active organization, made possible by adequate funds. He could make any business man admit that he would rather invest \$25 in goods that will bring him a profit, instead of \$5 in goods which nobody wants. Members of successful organizations never consider their membership fee, be it \$50 or \$100 as a contribution. They are forced to admit that it is the most profitable investment they can make.

Influence of a Chamber of Commerce in Securing Factories.

I will now point out the principal reasons why a city's growth and development is regulated and influenced by the activities of its Chamber of Commerce.

One of the first questions which outside manufacturers put when considering a town for the location of their plant is: Have you a live business men's organization. If the answer is yes, they naturally conclude that the city is progressive, and bound to prosper. That answer implies that the health of the citizens is looked after, that living conditions are right, that amusements are provided for the workers, that playgrounds exist for children, that the morals of the town are good, that the civic heads are efficient men. In a word, that there is an organization which operates for the upbuilding and betterment of the community at large.

An efficient organization, therefore which would get credit for all I have mentioned, has an important task in hand. They must consider the relation between good environment and economic progress. They must protect the public health, destroy preventable diseases which means lowering the doctor's bills. This gives the city an increased efficiency among its people that will be of tremendous value, and of which new industries will seek to take advantage. A healthy, strong, vigorous and contented body of citizens is a most valuable asset to any industrial enterprise. The same is true of public morality. If the city allows gambling and other immoral conditions to run riot, it is undermining human character, human happiness and human welfare and these things are absolutely essential to economic efficiency. Housing conditions must be carefully looked after. The business community can well afford, and should not hesitate to build simple model houses, on a basis of minimum returns in rent and justify it as a sound business measure. It is true that most small towns in Canada have been spared the disgraceful conditions existing in larger centres with their slums, tenements, and hovels, which tend to undermine the efficiency of the workman, and which lead to industrial conflicts which are inevitable under such conditions. It is to prevent such conditions that laws covering building restrictions, should be enforced while the community is still small.

To build an industrial centre without proper provision for the housing, education and health of the laborer is to fly in the face of certain danger. Eventually revolt against such conditions is inevitable. The absence of labor disputes, and the existence of sympathetic relations between labor and capital are, in this day and age, an absolutely essential to industrial efficiency. The business men of to-day can make no worse mistake than to think that the limits of their activity should be the confines to their private business. Efficient organization is recognized as the great essential to commercial and industrial progress. There is no sphere of commercial activity, which, in the long run, will pay bigger dividends, than the activity of business men which is responsible for a clean, honest and efficient organization. The organized forces of aggressive business men, bent on laudable purposes, are irresistible.

Chamber of Commerce and the Farm.

In all well conducted cities situated in the midst of an agricultural district, one of the first things that are considered, is that the productivity of the rural community must be increased. Government reports show that the agricultural lands of the country are not producing 50 per cent of their possible yield. This is the first problem. An Agricultural Committee should be formed to co-operate with the Provincial and Federal Governments. It must see that the farmers are brought in contact with what they have to offer. They should be taught the necessity of a farmer's institute. They should be made to realize that scientific farming is the only kind that pays. When the chamber through its committee will have thus doubled the product of the rural community it will have doubled the basis of the city's growth. Very often agricultural lands have doubled in value and tripled in productivity, through the application of new methods, and the raising of new crops, which was all done through the aid of a visiting expert.

The possibilities of scientific agriculture are unlimited. Daily discoveries are increasing the value of land. It is the duty of the Chamber of Commerce of every city to bring these new inventions and discoveries to the attention of the farming community.

Better farming involves first of all scientific soil conservation, a matter which is already attracting wide attention in Canada. Soil fertility is the greatest national resource of the nation and there is no reason why this fertility should become depleted providing proper methods are taught and practiced. Soil surveys and experimental stations are the chief means by which scientific agricultural knowledge is acquired. The surveys should be extended and experimental stations should be increased in number and properly maintained, and this information which is so important to the future of Canadian agriculture should be carried right home to the farm by farm demonstrators and through extension courses under the auspices of the agricultural colleges.

(Continued on Page 343.)

PUBLIC HEALTH A FULL-TIME JOB.

ROY K. FANNAGAN M.D.

To speak of the whole-time judge or even the whole-time policeman sounds foolish. These are officials of long standing and recognized importance, and it goes without saying that their whole time is engaged in public service. Why, then, does not the title "whole-time health officer" sound equally foolish? The fact that it does not furnishes an interesting commentary on the estimate generally placed on material values as compared with human values.

The judge's main function is to see that those who trespass upon the rights of others in respect to person or property shall be properly brought to book. The policeman is simply the agent who takes in charge those who thus trespass. Questions involving property rights have for ages taken most of the time of the courts; property values have therefore inevitably assumed for them weighty proportions.

The health officer's position, however little it may be buttressed by precedent, is of scarcely less importance than that of the judge. Officially, however, he takes no thought of property as such. He deals in human values alone. His function is to see that all—the least as well as the greatest—are safeguarded against anything that tends to imperil health and shorten or render precarious their days. Life is his stock in trade. He operates before the event in order to forestall it. His best work is done in prevention. The causes of disease and death are the objects of his attack, and his efficiency is best shown by the absence of communicable disease within the territory under his jurisdiction.

The judge and the policeman go into action only when somebody gets into trouble—action after events always. The alert health officer is constantly putting into operation plans to keep people out of some of the worst trouble that can happen to them, namely, loss of health and all that such loss implies.

The best man possible should be secured for such a position, and his whole time and thought should be engaged. Under present conditions this is frequently not the case. Every community has some one whom it designates as health officer. Almost invariably he is a doctor, and more often than not he is paid a mere pittance for a pittance of his time. That such an officer should be on part-time service in most of our communities is bad enough, but that the man who is placed in charge of such work should be one whose time when not on duty officially is taken up in pursuing for profit a calling exactly in opposition to that for which he is paid as an official, is, to say the least, illogical. To put a physician in charge of the public health a side line to the practice of medicine, from which most of his income is derived, is much the same principle as permitting a judge (if such a thing were possible) to practice law in his own court. The health officer must pass judgment constantly on the delinquencies of those who call upon him in his private capacity as physician and fee him for his service. Human nature subjected to such a strain cannot render the highest grade service. This statement is made with full appreciation of the fact that it is to the unselfish part-time physician-health officer that our present public health development is largely due.

As long as the old-time theory obtained about sickness being a visitation of Providence, the man dealt with the pestilence when it came. Now that we know that communicable sickness comes from contact with ignorant or careless people who are sick or who have been sick or who have sickness in their homes, the problem resolves itself into a control of the sick people or the poisonous material coming from those who are diseased.

Anyone can readily see that this is not a doctor's matter. It is a question of environment more than it is a question of the diseased person. The doctor in charge can usually be left to see that the patient is looked after properly, but some public functionary must be available to see that those in the vicinity who are not yet sick are safeguarded from the disease. Common sense would dictate

that this officer be not a competing physician. If a doctor is to be the health officer (and by training the doctor is generally the best-fitted man in the community for the position) no other work should be permitted him, and his compensation and backing should be such as to make it worth while for him to be energetic, faithful and fearless in the position.

The position of health officer is often considered a sinecure and given to some unsuccessful practitioner with a pull. There being no standard by which to measure his work, things thereafter go on much as usual, so far as one can judge. Since no accurate records are kept, no reports of births, deaths and disease given out, there is no more sickness than ordinary, no more nuisances than usual, the "let-well-enough-alone" policy obtains, and progress in disease prevention is completely blocked.

The man of family pays a heavy tax to his physician. When he reflects that about three-fourths of this tax is by reason of ailments entirely preventable and usually contracted from other people, he must perceive that economy, as well as regard for health and life, demands that a proper health organization be perfected in his community, with a full-time trained man in charge and sufficient funds available to enable him to do his work well.

No town of above 4,000 inhabitants can afford not to have a competent whole-time medical health officer. If, in the opinion of those in authority, a town of moderate size cannot afford to finance a well-trained medical health officer for the whole time, it should not then try to make shift with the part-time service of a half-trained physician. Let the town authorities employ the whole-time service of a trained lay sanitary inspector. Health departments all over the country are training good men who may be secured for a moderate sum. The vital preventive work can then go on unhindered.

The recognition of infectious disease has long since ceased to be the most important phase of public health work. The health officer acts on physicians' reports and rarely questions their diagnosis. Where there is a question, the lay health officer can easily secure expert medical opinion at current rates. The only seriously important phase of modern health work which may not be completely directed by a layman is that pertaining to child welfare and school inspection. This work calls for a public health nurse, and no health organization is worthy of the name without one. Private organizations like the Red Cross can usually be counted on to aid in her support.

The following are some of the duties devolving upon a health officer, and should indicate to the most sceptical the importance of his office and the size of his job:

- 1.—The first and most important duty will be to receive regularly from all physicians reports as to births, deaths and contagious diseases. This constitutes the balance sheet of the department.
- 2.—Quarantine for diphtheria, scarlet fever, smallpox, infantile paralysis, and other diseases has to be applied vigorously when the first cases appear, and vaccination against smallpox must be systematically done. Thorough cleansing of premises must be seen to after recovery or death of patients.
- 3.—The water-supply must be watched and constantly safeguarded. Polluted wells and springs must be abolished.
- 4.—Sewage disposal must be as perfect as it is possible to make it, remembering that all infectious disease comes from the excretions and secretions of some other person, and these wastes must be guarded in such a manner that they will not get back to others. Sewers and sanitary privies, then, are public health necessities, and it is the health officer's particular business to see that they are installed.
- 5.—Nuisances such as stables, pig-pens, bad drains, standing water and fly-breeding places should come in for attention.
- 6.—Milk must be inspected, both at the farm and at the dealer's.
- 7.—Food of all kinds and soft drinks should be clean, wholesome, and safely handled, and inspection must be made to keep them so.

(Continued on Page 344.)

INDISPENSABLE SERVANTS OF OUR COMMUNITY LIFE.

(Continued from Page 338.)

2. Rates for service rendered had remained stationary, or had risen very little.
3. The net earnings of most companies had been steadily declining.
4. Companies relying on steam were the most seriously affected because of the high price of coal.

The Standing of the Public Utility Companies To-day.

1. Operating costs following the general price decline have begun to recede.
2. Rates for service rendered have in most cases been increased by popular vote, or by the decision of Public Utility Commissions.
3. During the past few months the net earnings of most companies have shown an increase.
4. A great many Canadian companies generate their power from water and are not seriously affected by coal costs.

SOME RECNT CONTRACTS.

The MacKinnon Steel Co., Limited, of Sherbrooke, Que., have recently been awarded contracts for the steel super-structures of the following bridges:—

- 55 ft. clear span highway bridge over River Pointe du Jourdair in L'Assomption Municipality, at the site known as Pont Jourdain, L'Assomption, Que.
 - 65 ft. clear span highway bridge to be erected across the outlet of Brome Lake, at Fulford, Que.
 - 60 ft. clear span highway bridge in two spans with 25 ft. roadway and 5 ft. sidewalk for the city of Granby, Que.
 - 80 ft. clear span highway bridge over the River Tarigou, between St. Ulric and Sandy Bay, County of Matane, Que.
 - 28 ft. clear span bridge known as Emerson Bridge, for the Township of Sutton, Que.
- Mr. H. H. Welsh, former manager in Sherbrooke, Que., for the E. & T. Fairbanks & Co., Limited, and latterly manager of the scale department of the Canadian Fairbanks Morse Co., Limited, Montreal, Que., has joined the organization of the MacKinnon Steel Co., Ltd., Sherbrooke, Que., as manager, and has already assumed his duties.

PUBLIC HEALTH A FULL-TIME JOB—Continued

- 8.—Baby welfare, particularly among the poor, must be religiously looked after. This is a division of the work which absolutely requires the ministry of a trained public health nurse. No town should be without the services of one instructive visiting nurse, and as many more as may be needed. School inspection can be left safely in her hands, as competent physicians are always available to check up her work.
- 9.—The schools must be inspected and defects in children discovered and as far as possible corrected, and vaccinations must be regularly done.
- 10.—Housing conditions of the poor must be improved, and the hot-beds of darkness, dampness and dirt, making for disease, must receive the health officer's attention.
- 11.—A laboratory should be established at the earliest moment, where specimens of milk, water and material from people suspected of infectious diseases may be examined.
- 12.—Educational publicity. And last but not least, cordial relations must be established with every agency in the community working for the public good, especially the newspapers. The best-informed people are always with the health officer in spirit. It must therefore be his care to let them know what he is trying to do, that they may be given an opportunity to aid in the good work.—American City.

THE CHAMBERS OF COMMERCE.

(Continued from Page 341.)

Greater crops should result from proper soil conservation, from the suggestions of the demonstrators, and from the growing tendency toward more intensive farming. The advantages of diversification should become more generally recognized on the part of farmers, one-crop sections should be turned into diversified districts and area devoted entirely to grain raising should be changed into communities combining both grain farming and live stock farming.

More and better live stock is one of the pressing demands of our land and our markets, and this fact should be brought strongly to the attention of the farmer. The experience of other nations has shown that one of the greatest incentives toward better live stock is found in the organization of a system of co-operative live stock insurance associations.

Soil conservation, greater crops and more and better live stock would bring added prosperity and stability to farming and would do much to give it the business dignity that attaches to so many other forms of industry and as a result of this new prosperity and business pride would grow, the ability to obtain and the desire for better living.

The Community Spirit.

Better living touches the social, religious and educational sides of life, and consequently revolves largely around the home, the church and the school. Probably the first requisite for the development of a general system of better living in any section is a better community spirit.

Better home conditions are of vast importance to the personal comfort of the farming class. Farm houses should be arranged with the idea of utility foremost in the mind and the seldom used farm house parlor should not be a matter of first importance in home arrangement. More attention should be paid to the rooms that are used and particularly to the sleeping rooms. More home machinery should be introduced, electric or gasoline power should be substituted for windmills and muscle, and a washing machine should be indispensable in every farmer's home. Farm sanitation has been until recently a neglected science. Nothing is more important to the comfort of the rural classes and the maintenance of the health that naturally follows a life in the open. Better prepared food and a better understanding of the elements of which food is composed is of the utmost importance on the farm. The farmer of to-day enjoys more food and better food than many other classes, but it is oftentimes cooked in a distasteful manner, is poorly selected and a great percentage of waste exists. Waste is one of the great enemies of the farmer as of most other classes of our people, and it should be eliminated in every department of his life.

These various elements involving better living would bring to the farm a feeling of dignity and contentment, would do much to solve the vexing problem of farm labor, would result in more owners and fewer landlords, and would substitute the busy, intelligent and prosperous country gentleman for the tiller of the soil whom we now sometimes read about in the joke books.

The second thing is to provide good marketing facilities for the farmers. This involves good roads, which we partly have in some districts. This makes easy access to market possible. It involves co-operative processes in giving the farmers cheaper and more efficient methods of disposing of their goods. Furthermore, it involves the education of the farmer in the best method of marketing his produce.

Distribution of farm products should be by the farmers themselves through co-operative distribution societies. Middlemen should be largely eliminated and the farmer should sell his products at higher prices and the consumer should be able to buy at lower prices. There should be co-operative distribution.

MUNICIPAL GOVERNMENT AND THE EXPERT

(Continued from Page 334.)

made the people's money go farther, and the people, on the other hand, on coming to realise this fact, gradually gained, so we are told in respect to Dayton, Ohio, sufficient enthusiasm to warrant the daily papers transferring the City Hall news to the front page. The city-manager has, therefore, at least proved that the public are able to discriminate between efficient and inefficient government whenever they become acquainted with the facts. It has proved, too, that more thorough acquaintance with city affairs has meant an increase in their interest, which leads us to wonder whether the miscarriage of self-government in our cities has not probably been due to the lack of civic publicity rather than to the lack of mentality or character on the part of the electorate. Of the immediate universal success of the city-manager plan "per se" we must not be sanguine, for, as it is frequently pointed out, there is at present a danger "of giving too much prominence to the city-manager and so inevitably making him a political issue. He should certainly remain in the background as far as the public is concerned." (Dr. Herman James, Bureau of Municipal Research, University of Texas.) The eclipsing of the representative Council or Commission by an appointed officer will tend to inhibit the self-governing instinct of the people, a decided danger to the advance of democracy; but, what will be still more of a misfortune, the public in not having helped to burnish and oil the wheels of government will never appreciate the advantage of their running smoothly, rendering efficient and ample service. If we profess to be democratic, let, let us be thoroughly democratic; the game is more difficult, but therein the more worthy.

Realising, then both the necessity and the difficulty of introducing an expert into municipal government, we venture to examine the case for an institution of recent birth which promises to go far toward applying scientific appraising and constructive solutions to our civic problems,—the Bureau of Municipal Research with its director and staff of experts who have taken up the study of civic government as a profession.

The Bureau of Municipal Research is the product of that movement for economy and efficiency in local administration which has been prominent throughout the cities of the United States for the last three decades. Such an institution was the inevitable result of the experience gained in all campaigns for reform. No proposal for reform hit its mark that was not loaded with facts, facts that stamped inefficient administration as being against the self-respect and the sincere desire of the community. In many instances Commissions of Investigation, employing men particularly trained for the work, as in Chicago in 1909, have developed into Bureaus of Public Efficiency that these facts might be consolidated and enlarged upon for fiscal benefit only. Bureaus of Municipal Research, such as in New York, Philadelphia, Cincinnati, Milwaukee, and Toronto, have in the main been instituted by private initiative and expense, independent of the city hall. And the work of these bureaus has been aimed at all departments of the city's government from the point of view of the people's interest. City officials have on the whole gladly co-operated, for obvious reasons, and the serious question of what the legal position of the Bureau shall be in the future has not yet been brought to the front. The socialist administration of Mayor Seidel in Milwaukee (1910) was the first to make such a bureau an official department of the city. Undoubtedly this will be the step taken in other cities where the invaluable aid of research work has not only overcome to a high degree the dishonesty and inefficiency in civic government, but also that ignorance of public affairs on the part of the electorate which is at all times a menace to "the officer who wishes to do his duty." In the words of Mr. George B. Hopkins, trustee of the New York Bureau of Municipal Research, established in 1906, "municipal research is a method, not a panacea. It aims not to make over either the men in office or the men who vote, but to give men as they are better methods of working for the public and to give the public as it is better methods of watching and judging what their public servants do." Thus the work of the bureau is concentrated on methods and results, and altogether kept free from any association with a candidate for public office or his platform.

(To be Continued.)

REASSURING STATEMENT SHOWN BY
BANK OF MONTREAL.

A striking exhibit of how the premier bank of Canada is swinging back from the special war conditions to the care of the growing trade of the country is afforded by the annual statement of the Bank of Montreal for the fiscal year to October 30th.

The report this year makes its appearance at a time when it will be closely scanned by everyone desirous of obtaining a knowledge of the Canadian banking situation at a period when the difficulties of the readjustment period are testing the industrial and commercial strength of the country.

It will be of special interest to note that the Bank of Montreal, even in the difficult and onerous conditions caused by the war, was looking well ahead towards the period of reconstruction that was inevitably to follow. As a result, the bank has been able to take care of a very large proportion of the expanding trade and commerce of the country and reports total current loans of \$223,954,72, as against \$164,182,581 last year, a gain of close to \$60,000,000. The total of the loan accounts amounts to \$256,500,001, as compared with \$195,727,857 a year ago.

On the other hand, there has been a steady reduction in the special Government business which was undertaken during the war, and the holdings of Dominion and Provincial Government securities are now down to \$14,863,954, from \$63,984,255. At the same time the Canadian municipal securities and British, Foreign and Colonial Public securities, other than Canadian, have declined to \$36,749,430, compared with \$47,041,359. The total of these accounts has been reduced to \$289,146,508, down from \$337,980,858.

Every part of the statement has its interesting features. During the year the bank made a further issue of stock and both the Capital and Reserve have been increased to \$22,000,000 each, as compared with \$20,000,000 each at the end of the previous year. A very gratifying feature is to be found in the fact that even during the special period of the past year the savings deposits of the Canadian people have continued to increase, and as a result deposits bearing interest now stand at \$322,578,613, up from 312,655,964. In consequence of the expansion enjoyed during the year the total assets of the Bank now amount to \$560,150,812, as compared with \$545,304,809.

Profits Reflect Larger Business.

As a result of the very much larger business handled and the increase in capital, the profits for the year show a steady gain, as compared with the previous year and amounted to \$4,033,995, as compared with \$3,314,227 in the previous year. These profits added to the balance of Profit and Loss a year ago which amounted to \$1,812,854 and to the \$1,000,000 of premiums on new stock, brought the amount available for distribution up to \$6,846,850. There was distributed \$2,960,000 in regular dividends and a bonus of 2 per cent; \$2,000,000 was placed to the credit of Rest Account; \$210,000 war tax on bank note circulation and \$425,000 reserve for Bank premises. This brought the total allotments up to \$5,595,000 and left a balance to be carried forward into the new year of \$1,251,850.

The principal accounts of the bank, with comparisons with those of the previous year, show as follows:

	1920.	1919.
Total Assets	\$560,150,812	\$545,304,809
Liquid Assets	289,146,508	337,980,858
Deposits not bearing interest	111,739,215	129,946,641
Deposits bearing interest ...	322,578,613	312,655,964
Capital Stock	22,000,000	20,000,000
Rest	22,000,000	20,000,000
Dominion and Provincial Government Securities	14,863,954	63,984,255
Canadian Municipal Securities and British, Foreign and Colonial Public Securities, not Canadian	36,749,430	47,041,359
Current Loans	223,495,472	164,182,581
Gold and Silver Coin Current	25,187,389	24,742,654
Dominion Notes	48,199,032	49,865,151
Deposit in Central Gold Reserves	21,200,000	25,200,000

PARKS AND PLAYGROUNDS IN CITIES.

THOMAS ADAMS.

Probably there never was a time when it was as important as it is at present to develop outdoor recreation and to improve the park areas and playgrounds of our cities.

In proportion as we close the saloon we must open and extend the park; as we shorten the hours of labour and extend manufacturing, we must provide facilities for healthy, outdoor recreation; as we enlarge our cities we must enlarge their lungs. In proportion as we extend the uses of the automobile and develop good roads we must have playgrounds to enable children to play in safety.

With regard to the first matter it will ever be true that constructive temperance reform is to be found only in healthy means of recreation and social intercourse. Whatever efforts we may make to prevent men from abusing themselves and their time in the saloon will fail unless we provide the means for them to find healthy recreation. The greatest constructive social reformers in England have found from long experience that good housing conditions and recreation facilities were the only permanent antidotes to intemperance. Mr. George Cadbury at Bourneville, Mrs. Barnett at Hampstead, and others, have given valuable demonstrations of that fact. There is also need for healthy occupation for the leisure time of the workers as a means of maintaining industrial efficiency.

Employers and employees are not quite agreed as to whether the same production can be secured with an eight-hour as with a nine-hour day. Does it not partly depend on how the leisure time of the worker is occupied? Those captains of industry who have succeeded in making the shorter working day profitable to themselves did it by providing their workpeople with opportunities for recreation and education. A man may use his spare time to make himself either a better or a worse instrument of production. Owing to the nervous strain caused by modern industrial methods, it is almost necessary to have shorter hours than in the past, but if they are to be obtained without loss of production we must see to it that the time outside of the working hours is profitably used. Both in Britain and the United States hundreds of millions of dollars were spent in building model houses and laying out recreation grounds as a means of increasing output of munitions during the war.

Cities Will Continue to Grow.

Whatever we in Canada may do to increase our agricultural population we are going to have growing cities. As these cities grow and a larger proportion of our people become urbanized, the health and morals of our citizens need not deteriorate if our housing and recreation facilities are developed in a proper degree. Deterioration is now taking place, and is due in a large measure to the absence of these facilities in our industrial areas.

The motor car is only in its infancy, but even now our streets are more dangerous than our railways. Apart from danger to life from accident, the dusty roads are not healthy place for children to play on, and, as they are better paved and fast traffic increases, they will become greater danger traps for our children.

We want bigger ideas about the provision we should make for parks and playgrounds.

In city development there are several sound reasons to justify the acquisition of park lands at an early stage of building development, not the least of which is their direct effect upon the value of city property, and, therefore, their indirect influence upon the city's income from the taxation of land. It has been found in the case of Madison, Wisconsin, that new parks not only meet all charges, but, by reason of the increased value of adjoining property, paid into the city treasury not less than \$10,000 a year in increased taxes. A similar state of affairs exists in New York, where the amount collected (in taxes) in twenty-five years on the property of the three wards (contiguous to Central Park) over and above the ordinary increase in the taxable value of the real estate in the rest of the city, was \$65,000,000, or about \$21,000,000 more than the aggregate expense attending and following the establishment of the park until 1914. In other words in addition to acquiring lands valued at \$20,000,000, the city of New York has made \$21,000,000 in cash out of this transaction. (The original price paid for the 840 acres forming Central Park was \$6,664,500.)

Baltimore has nearly fifty parks, with a total area of 2,402 acres, for which the city has paid a direct cost of only about \$10,000. The cost has been met out of the city's percentage of the gross receipts of the street railway company.

Every city should have its Park Board. In Canada, out of 94 cities to whom inquiries were addressed, 54 had a Park Board or Commissioner.

Parks Areas in Canada.

To find out how we stand in Canada as regards park areas, let us compare 9 of our cities with several cities in the United States and in Europe. We will find that in spite of our great abundance of land we have room for improvement. Montreal falls below the standard of New York and London, while Vancouver and Edmonton compare favourably with Washington in the acreage of park space available per capita.

The following table gives the percentage of total area of 9 Canadian cities devoted to parks and the population per acre of park:—

City.	Percentage of area in parks.	Acreage of park per capita
Vancouver	13.6	1 acre to 69.3 persons
Halifax	8.2	" 140.9 "
Hamilton	7.7	" 200.3 "
Toronto	7.3	" 247.8 "
Winnipeg	4.1	" 314 "
Ottawa	3.7	" 514.3 "
Edmonton	3.5	" 54.8 "
Montreal	3.2	" 773.8 "
Regina	3	" 155.6 "

In the United States the percentages are as follows in nine cities:—

City.	Percentage of area in parks.	Acreage of park per capita
Washington	14	1 acre to 69 persons
Boston	13	" 207 "
Baltimore	12	" 241 "
Rochester	11	" 133 "
St. Louis	7	" 266 "
Philadelphia	6	" 322 "
Kansas City	5	" 144 "
New York	4.1	" 689 "
Chicago	4	" 545 "

In Europe, Paris has the largest park area, having 26 per cent in parks, or 1 acre to every 554 persons. Dusseldorf, Germany, has 10 per cent in parks, or one acre to every 149 persons, and London County has 9 per cent in parks, or 1 acre to 677 persons. The United States cities show up the best, but Edmonton has the largest area per capita, while Vancouver shows the best results in Canada and in the United States, both per capita and in respect of the percentage of its area. Ottawa, in spite of its very fine parks, is low in the list, but it has a large park area outside the city boundaries, although other cities have the same.

Of the small towns, Truro, N.S. has one acre to every 7.5 persons and is superior to every other city or town, while St. Hyacinthe has only one acre to every 4,076 persons.

More ample facilities should be made in our parks for recreation, and more encouragement should be given to athletics.

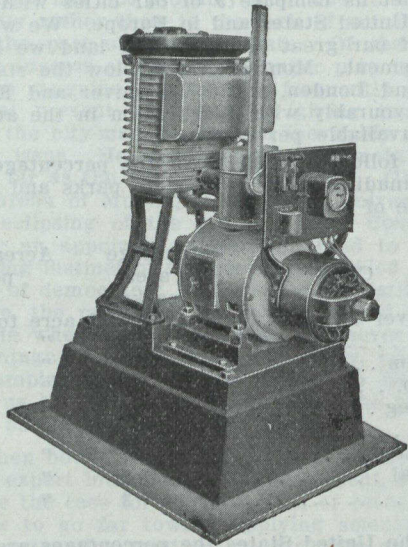
We have splendid opportunities to develop a public golf course and only a little effort is needed to provide what would be a great public boon. We need to spend some of our money in getting utility as well as beauty.

Encourage Athletics.

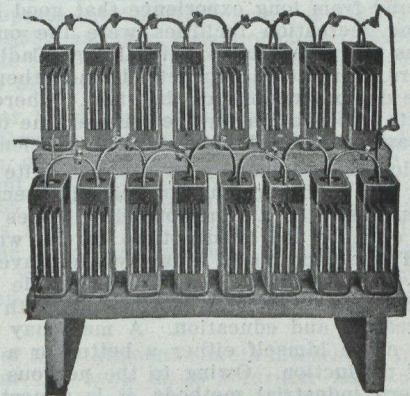
Greater use should be made of Exhibition grounds to encourage athletics—to develop the energies and physical fitness of our people. If public money was used for this purpose it would be as beneficial as the money spent in improving farm stock.

(Continued on Page 348.)

Northern Electric POWER and LIGHT



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One of the first forward steps in progressive municipal management is the installation of an efficient lighting system. Bright stores and dwellings and well-lighted streets will bring a new era of business prosperity and home comfort to your town.

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ANNUAL MEETING OF THE NATIONAL MUNICIPAL LEAGUE.

The twenty-sixth annual meeting of the National Municipal League will be held this year at Indianapolis, Indiana, on November 17, 18 and 19, 1920, in joint sessions with the Government Research Conference, National Association of Civic Secretaries, Indiana Municipal League, Indiana Association of Commercial Secretaries.

The programme will include the following subjects:—

WEDNESDAY, Nov. 17th.

Government Aids to Housing.

A Federal Mortgage Bank; Arthur C. Comey, Cambridge, Mass.

Government Housing—England's Example; Lawrence Veiller, Secretary, National Housing Association.

The North Dakota Home Building Association—A State Enterprise; Robert B. Blakemore, manager, North Dakota Home Building Association.

Canadian Housing Progress under Government Leadership; Thomas Adams, Town Planning Adviser, Canada.

The Crisis in Civil Service.

The Right of Governmental Employees to Organize and Strike; Luther C. Steward, president, National Federation of Federal Employees.

Informal Dinner and Business Meeting; President Charles E. Hughes, presiding; election of Officers and Council; Progress report of Committee on a Model State constitution, with advisory voting.

THURSDAY, Nov. 18th.

Joint Session with the Indiana Association of Commercial Secretaries.

How the City Manager Plan Works—The Last Evidence: Dr. A. R. Hatton, Field Director, National Municipal League.

Charles E. Ashburner, City Manager, Norfolk, Va.

Harry H. Freeman, City Manager, Kalamazoo, Mich.

C. M. Osborn, City Manager, East Cleveland, Ohio.

O. E. Carr, City Manager, Dubuque, Iowa.

Joint Luncheon with National Association of Civic Secretaries.

Methods Whereby Civic Organizations Influence Elections.

The Fate of the Direct Primary.

Hon. James P. Goodrich, Governor of Indiana, presiding. Address: Hon. Charles E. Hughes, president, National Municipal League.

Address: Professor Charles E. Merriam, Chicago University.

Report of Committee on Electoral Reform.

Dr. R. S. Boots, Secretary.

FRIDAY, Nov. 19th.

Joint Session with the Municipal League of Indiana.

Service at Cost for Street Railways—Panacea or Nostrum? Cincinnati—Service at Cost and the Sliding Scale.

Cleveland—Service at Cost and Efficient Management.

Hon. Fielder Saunders, Street Railroad Commissioner, Cleveland, Ohio.

Boston—The State Trustee Plan.

Hon. James F. Jackson, Chairman Public Trustees, Boston Elevated Railway.

Indianapolis—Indianapolis and the Five-Cent Fare;

Hon. E. T. Lewis, Chairman Public Service Commission of Indiana.

Service at Cost or Municipal Ownership?—Seattle's Experience.

Experience; Hon. Charles M. Fassett, ex-Mayor of Spokane, Staff Member, American City Consultants.

Joint Luncheon with Indianapolis Chamber of Commerce.

Round-Table Session with National Association of Civic Secretaries.

Organization of Metropolitan Areas:

Discussion and Preparation of Report.

Our Services At Your Disposal

Municipalities that are contemplating the issue of Bonds, the investment of Sinking Funds, or any change in financial policy, are cordially invited to avail themselves of our services as specialists in—

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Service to Municipalities

THE Statistical Department of this Corporation is at all times prepared to assist Municipal officials in the preparation and sale of their debentures.

Consult us in regard to the—

- (1) Interest rates most suitable for current markets.
- (2) Form in which debentures should be issued to bring the best price.
- (3) Cost of printing bonds.
- (4) Bond Market conditions.

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PARKS AND PLAYGROUNDS IN CITIES.

(Continued from Page 345.)

The planning of our parks and athletic grounds needs more attention. In some of our newer building developments we are providing that not less than one acre in every ten should be left as an open space for public use. The laws of Alberta and Saskatchewan lay down this standard for new subdivisions.

In the Ottawa Housing schemes facilities are provided for outdoor recreation for the residents, from 12 to 14 per cent of the areas being reserved for open spaces. Much of the land that is usually wasted in unnecessary streets has been set aside for tennic courts and children's playgrounds.

If only 10 per cent of each area were provided for open space, that would be about one acre for every 45 persons, or over ten times as much as the rest of the city of Ottawa. It is even superior to the high standard of Vancouver, taking the city as a whole.

Parks and recreation grounds should be spread about our cities and neither too concentrated in one place nor too far distant from the homes of the people. Perhaps less could be spent on artificial adornment and more in making them useful. One of the best evidences of their utility and popularity is that most cities resist most strongly any attempt to reduce their area or to take them away.

Legislation Needed in Ontario.

In Ontario we need a more comprehensive town planning and development act. The Ontario cities have not adequate powers to prepare schemes covering the development of park areas and suburban lands. The preparation of comprehensive city and town planning schemes is planning and to acquire new areas for parks and playgrounds on a reasonable scale suitable for a healthy population.

Land that is least adaptable for building or agriculture is frequently most suitable for parks and parkways. Often level areas, which are by reason of floods in the spring, badly adapted for building, are excellently suited for athletic fields. The Athletic Union should co-operate with the cities in getting a large power to prepare proper planning and to acquire new areas for parks and playgrounds in advance of development.

We also need national and provincial effort to purchase large forest areas outside of our cities as holiday playgrounds. Chicago is co-operating with the county outside to acquire 30,000 acres of forest lands for this purpose, and has already bought 16,000 acres. The provision of parks and playgrounds, if the land is purchased at reasonable cost, does not add materially to the tax burden of the community. The increased value these open spaces give to adjacent land counter-balances the cost of acquiring them. If the city or town could assess these adjacent lands so as to obtain a contribution to the cost of new parks it would be perfectly equitable for them to do so and would aid materially in the solution of the question of cost.

Moreover, the municipality within which such parks would be situated would derive increased revenue from the added assessment given to the adjacent property, as is proved in the figures quoted in this article. The greatest benefit from the parks will, however, be derived from the increased health and, consequently, greater efficiency of the population. Parks are a better investment than hospitals and asylums, and if we do not spend money on the one we shall be compelled to spend it on the other in greater degree than is needed if we exercise proper judgment and foresight.

Cost of Park Areas.

There are many cases where park areas, when bought in advance of development do not cost more than \$100 to \$1,000 per acre. At Ruislip, in the vicinity of London, England, a park area adjoining a town fifteen miles from Charing Cross was bought for \$350 per acre in 1913, and at Chicago the forest reservations were being bought at from \$150 to \$1,000 per acre. The average cost of the Vancouver parks (other than Stanley park) was over \$15,000 an acre, and, in the case of Woodland playgrounds, the cost was \$43,203 an acre. If Vancouver had set aside its open spaces well in advance of development it might have bought 580 acres at the same price or less than the 58 acres it has purchased for \$905,456.

Where open spaces are obtained in advance of development owners of land are often willing to give them free of

PARKS AND PLAYGROUNDS IN CITIES.

(Continued.)

cost because of the benefit that accrues to the remainder of the property. Obviously they obtain no advantage if the park is acquired after they sold the adjacent land for building, and in these cases the city is compelled to pay building prices for what they require and give a present of the increment of value to the adjacent property owners.

When we have proper town planning we shall get adequate parks and playgrounds, because we shall acquire them at a sufficiently low cost to enable us to reserve large areas without adding to the burden of taxation.—“House Planning.”

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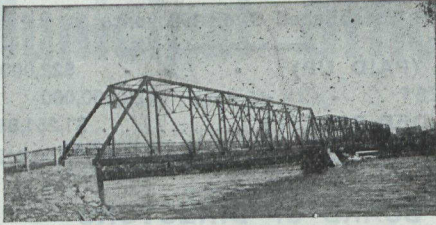
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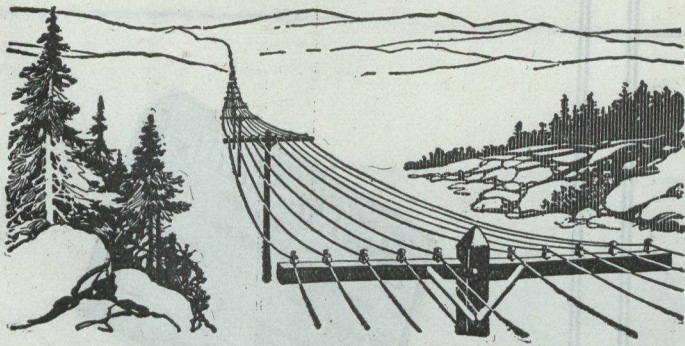
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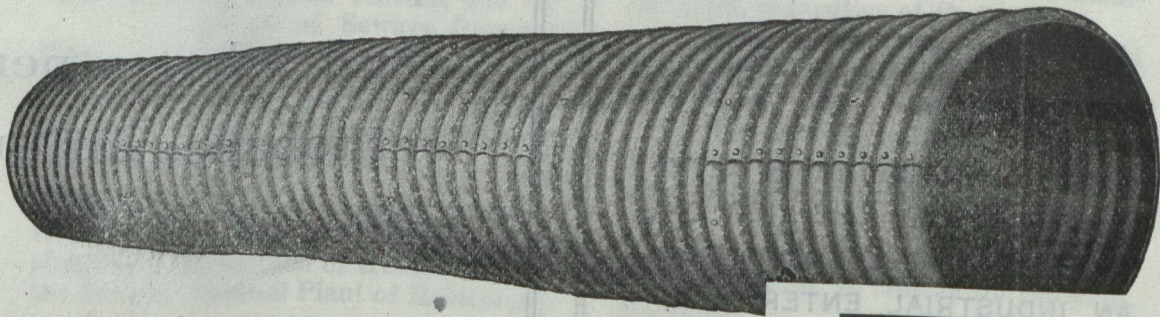
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