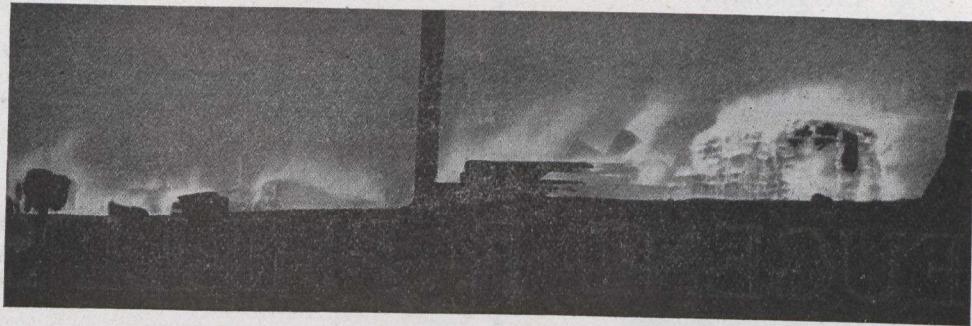


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# When Will This Happen in Your Town?

*From Toronto Globe, May 6, 1919*

Erindale, Ont.—A lighted match carelessly thrown into a coal oil drip tank in Barker's general store on Dundas street, started a blaze this afternoon that practically wiped out the whole business section of the village. All the residents of the village, men, women and children, toiled all afternoon to combat the flames.

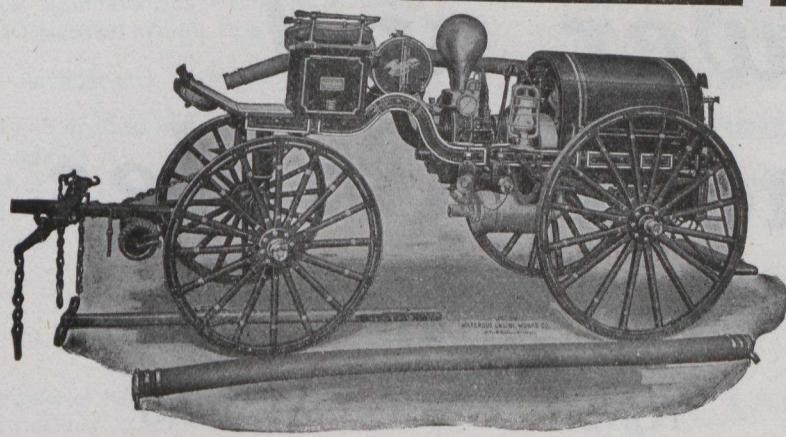
The village of Erindale is tonight dispirited after the afternoon, many women and children are still in a dazed condition, and even the rugged men are exhausted after the day's hard fight.

While some of the people of the town formed bucket lines from the Credit River, and from four or five wells in the vicinity, the rest busied themselves salvaging furniture from the burning buildings.

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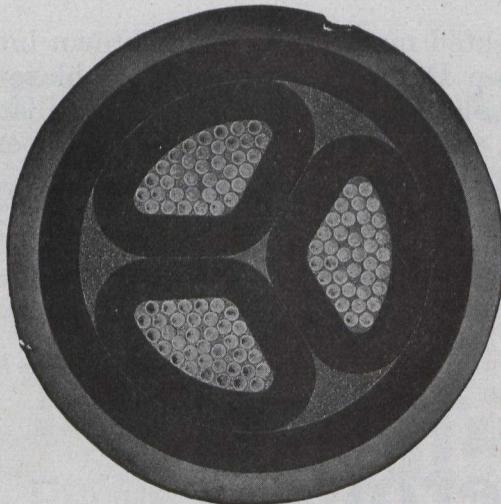
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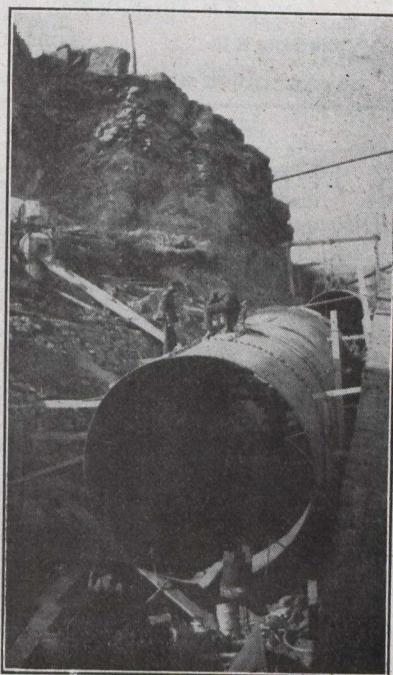
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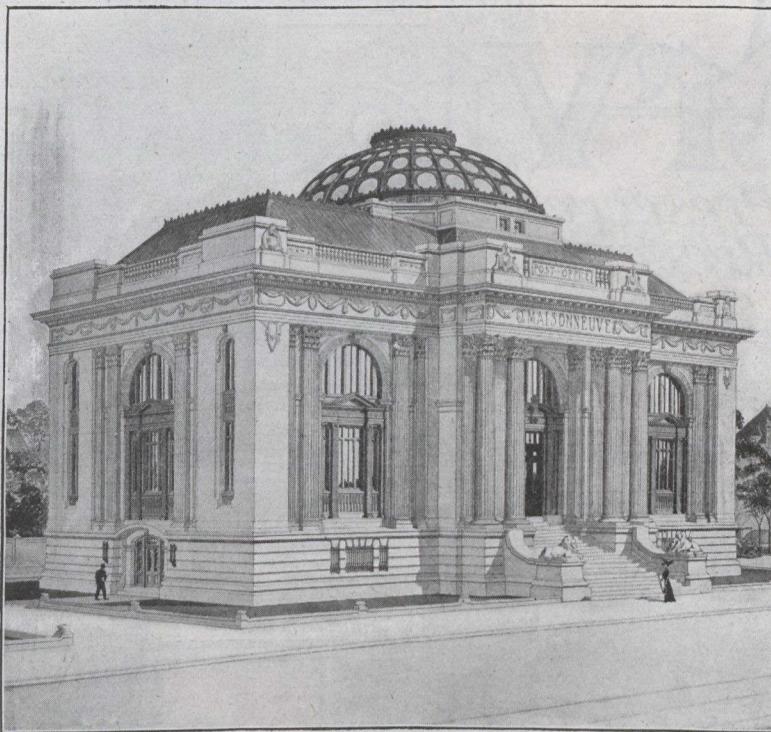
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Mr. Collard writes:

"I feel that if I did not give you an unsolicited testimonial of my experience with your Tarvia products, I would not be doing my duty to my fellow municipal officers in the Dominion of Canada, who may have under their consideration the building of some more permanent highways than the old water-bound macadam type."

The County of Lincoln two years ago built about two miles of Tarvia road on its main highway from the village of Jordan, running west, better known as the Queenston & Grimsby stone road,

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(Signed) LEWIS H. COLLARD,  
Chairman, Lincoln County Roads

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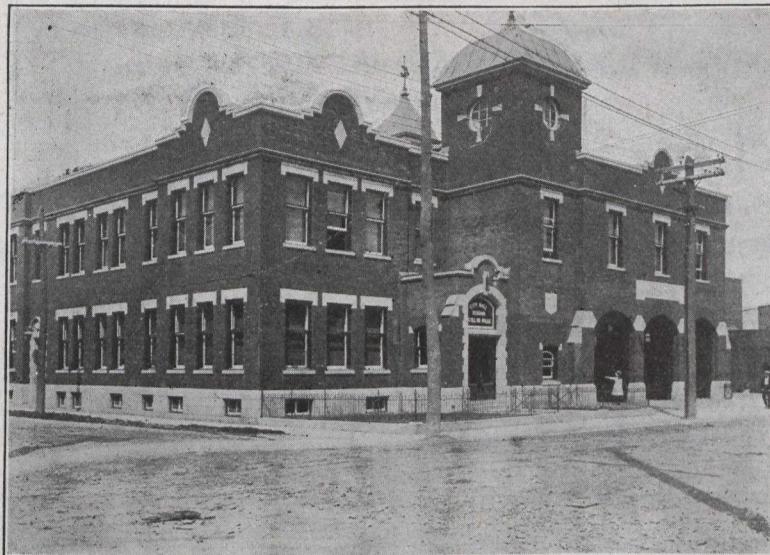
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FREDERICK WRIGHT - - - - - Editor  
CORISTINE BUILDING, MONTREAL

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**FRAUDULENT WEIGHTS AND MEASURES.**

The Department of Trade of Commerce recently sent an inspector to Montreal to test the scales and measures of the retailers with the result that in three days twenty scales were found to have been doctored or were short-weighted. In addition a number of measures were seized that were shown to have false bottoms. It is only a question of proportion to find out what would be the result had a larger number of inspectors been on the job for the same period. It would seem from reports that this mean system of robbing the public, which is made worse because it is in the poorer districts where the fraud is principally carried on, is not confined to Montreal by any means, and the sooner it is stamped out the better. But why should the job of seizing all the "jobbed" scales and "doctored" measures in Canada be in the hands of the Department of Trade & Commerce, which has not the proper machinery or, rather, enough of it to cover the Dominion?

It is essentially a municipal job, and the authority to carry it out should be the municipal councils through the local police officers. There is no doubt that the practice of giving short weight has grown to such an extent that it has become a large factor in increasing the cost of food stuffs, particularly to the poorer people, very few of whom have scales of their own to check the weights, so that there is a real responsibility on the local authorities to see that the offenders are severely punished. In the Old Country the authority for carrying out the law in respect to weights and measures, is the municipal council, and very effectively is it carried out. All food laws, too, are carried out by the same authority with the result that in London, for instance, the retail stores are visited almost weekly by an inspector. In Canada, under the present system of inspection, this, of course, is impossible and the cost of living is boosted up by the worst kind of thieves. Surely then the municipal councils should take action to protect the communities, especially when it can be done at so little cost.

**THE HOUSING PROBLEM.**

In our July issue, Mr. Thomas Adams, dealt very pertinently with some Western criticism of the Federal Housing Scheme, the said criticism being that the Federal Government should take the responsibility for building the houses. Mr. Adams rightly said that "without loss of self-government the municipality cannot transfer its obligations for housing to any other government authority." With the Federal scheme there is no fault to find. It is sound and sane. The conditions for repayment are fair and the requirements moderate, but in its presentation to the municipalities by some of the Provincial authorities certain conditions and restrictions have been so added to the Dominion project that it is not so acceptable as it might be to the local councils. For instance, in the Province of Quebec borrowing municipalities have to consent to 2½ per cent being deducted from the loan, for the purpose of employing a commission of competent men who will prepare a series of complete plans of houses for the benefit of the municipalities that borrow. Now this extra 2½ per cent may not only be an actual saving, but will assure better plans, but why should it be made an irritating condition at a time when the Dominion Government is finding it difficult to induce other parts of Canada to take up the scheme, and especially when the same results could have been brought about by other means and more tact. There is such a thing as municipal autonomy, which the Provincial Director of Housing in his enthusiasm for quick results would seem to have lost sight of. It is a principle that cannot be played with, and we are sure that such was not the intention of Dr. Nadeau, the Director. As a matter of fact, Dr. Nadeau has already given promise of achieving real progress not only in solving the housing problem in Quebec, but in putting into practice some good Town Planning schemes, and this reminder is not to discourage him in his great work, but rather to suggest that he seeks the co-operation of the municipal councils more than he has done.

## The Visit of the Prince of Wales

As a binding link between the Mother Country—the home of true democracy, in which, in spite of the many conventionalities peculiar to the Britisher, every beneficial reform now enjoyed by other peoples as well as our own, has been first tried—and this newer democracy of Canada the Prince of Wales has already shown marked success. As the great Queen Victoria bound the hearts of all true Britishers to the throne by the strength and womanliness of her character, and King Edward enlarged the outlook of his people by breaking down the walls of "splendid isolation" and thus spread out the spirit of brotherhood to other nations, and our present King tested the heart strings of the Empire by the common sense method of getting into personal touch with his "Dominions beyond the Seas" so the young Prince is now strengthening that bond of union so very necessary to keep the Empire together by living with us for a time, seeing our ways and feeling the pulse of our ambitions. It is these personal touches that have for four generations made the House of Windsor the embodiment of the British character, that more than anything else is symbolized by that spirit that binds all men of

this Confederation of Nations to the ideals of the British constitution

"Daughter in my Mother's house but Mistress in my own" is the proud but loving boast of the Canada of to-day; a boast that was made good when the daughter sent half a million of her sons to the aid of the Mother and her great Ally on the fields of Flanders; the said sons enabling the Prince whom we are now honoring to, in his own words, "become a man." Surely a case of democracy training its own leader, and certainly no one better appreciates the training than does the Prince of Wales himself who saw and felt the hell of war in the trenches of the Canadian armies.

One feature of the Prince's tour is the presentation of address from the citizens of the various cities in his itinerary. What impressed us most in those we have already read was the individualism in each address. No maukish sentimentality but the loyalty of proud citizens of free cities to the heir to the throne was the theme of each welcome. Whichever drafted the address may be well proud of their handiwork.

## The Dominion Health Department and the Municipal Councils

The Local Government Board of England passed out of existence on July 1st, and its functions taken over by the new Ministry of Health. This department already controls the Housing and Town Planning scheme of the British Government under which the huge sum of \$1,500,000,000 will be spent. Like our new Dominion Department of Health the British Ministry was brought into existence primarily to study and take action on the great question of Public Health but it was soon found that outside finance, everything municipal was associated directly or indirectly with the health of the people, consequently the old Local Government Board was done away with and its staff handed over to the Health Ministry.

Unlike the British Ministry of Health which has direct control over the municipal administration of the country the Canadian Department of Health has no direct control over the municipalities, such power belonging to the Provincial authorities, so that to a large extent the Dominion Health Board must depend largely on the voluntary co-operation of the municipal councils to put its orders or rather its suggestions into force. This means that much propaganda work must be done before our local authorities fully realize their responsibility in the building up of the health of Canada. Many experts must be engaged and much research work carried on before even definite proposals can be laid before the people, but every endeavor made and every dollar spent will be worth while, and though the new department will be handicapped because of the limitations of its powers the fact that a serious attempt is being made to make Canada healthier than what she is, should, and no doubt will, receive every encouragement from the local authorities. But the department must have some capable municipal man to act as its

representative—someone who knows the point of view of the local authorities, a man to act as a liaison officer between the department and municipal councils. There is a great work ahead of the Dominion Department but until there is the closest-co-operation between it and every civic activity in the country no real progress can be made. It is the lack of this very co-operation between the provincial and local authorities in the matter of Public Health that has brought the whole system into disrepute and if the Dominion Department does nothing else but co-ordinate the scattered medical, sanitary and hygienic units of the different provinces, so that some concrete plan of health conservation may be placed before the citizens, it will be more than worth its existence. We understand that the new department is securing the best evidence and latest information on Sanitation and Hygiene. The information thus acquired will be at the disposal of every local authority and if the councils are wise they will see that the local medical officers take full advantage of such an opportunity to enlarge their own knowledge on the subject.

### THE HOSPITALITY OF KINGSTON

Great credit is due Mayor Newman and his colleagues of the City Council of Kingston, not only for the generous hospitality shown to the convention delegates but for the spirit in which it was given. From the moment a delegate, or any member of his family as we have reason to know, arrived in the city until he left, his welfare was looked after by some member of the reception committee. And the pleasant part of it was the unostentatious way in which it was all done. Whatever may be the results of the convention itself every delegate will remember with pleasure the part played by the City Council of Kingston.

# Municipal Representation at the Industrial Conference

By much agitation on the part of this Journal we were enabled to induce the Minister of Labour to extend an invitation through the Union of Canadian Municipalities to the municipal councils to be represented by three delegates at the National Industrial Conference that will be held in September at Ottawa. So that those delegates elected at the Convention may better appreciate their responsibility and their exact status at the Conference, and that municipal men generally may more fully realize their opportunities to play their part in the national life of the country we subjoin the correspondence between ourselves and the Labour sub-Committee. In our conversations with the Minister of Labour and Mr. Gerald Brown, the Secretary of the special sub-committee we have invariably found both these gentlemen ever ready to co-operate with the municipal councils in the solving of the problems that affect the communal life of the Dominion, and in inviting municipal delegates to the Industrial Conference the Government has extended a courtesy to Municipal Canada that can best be repaid by the earnest attention of its delegates to the proceedings and in particular to those matters affecting the communities. The Industrial Conference will be no pink tea affair but an earnest endeavor to get down to the fundamentals of our industrial and social life with the hope that better economic relations will result as between employer and employee and between both and their responsibility to the community. How far the delegates of Municipal Canada will realize the hope of those who elected them remains to be seen. Be that as it may; they have a great opportunity to convince capital and labour that both have a great responsibility to the community.

The correspondence is as follows:-

Montreal, July 18, 1918.

Gerald Brown, Esq.

Sec. Reconstruction Committee,  
Ottawa, Ont.

Dear Mr. Brown,

In reference to our chat on Wednesday relating to the Industrial Conference that is to take place in Ottawa on the invitation of the Government may I reiterate my suggestion that municipal Canada be invited to send representatives, not as employers but as an authoritative unit dealing with the effect of industrial disputes on the communities. As the guardians of the welfare of the citizens and the upholders of law and order, through the Mayors as chief magistrates, the local councils have as much right at any national industrial conference as have either the Provincial or Dominion authorities. Outside the Department of Labour, whose present head I am so glad to note is such a stickler for the good old fundamental principle of law and order, there is no public authority or body, that is so immediately affected by any industrial disturbance as is the municipal council.... This was well illustrated in Winnipeg, when the Mayor, by virtue of his office, became a big factor in the settlement of the general strike, and in Toronto, Montreal and a number of western municipalities where the local executives made themselves into peacemakers and successfully prevented general strikes in their respective communities. The point I want to make is that when any dispute or strike begins to affect the community, or there is even the possibility of any general disturbance, the local authorities are expected to take a hand in the game. I will go further and say that in all cases of general unemployment the local councils are invariably called upon to remedy the matter as was instanced by the delegation to Ottawa of Western mayors

in the early days of the war. So why should not the municipal councils, as the collective authority being in the closest touch with the people be represented at an industrial conference that directly affects the welfare of the communities.

My suggestion is that the Government invite the Union of Canadian Municipalities, as representing all municipal Canada, to elect three delegates to the Industrial Conference at its next Convention to be held in Kingston, Aug. 12, 13, 14. The delegates to be representative of Western municipal Canada, Central municipal Canada and Eastern municipal Canada. I can assure you that such a representation would be accepted and appreciated by every municipal council in the Dominion. May I ask you to bring this matter before your committee.

FREDERICK WRIGHT Editor

Your letter of the 18th instant proposing that representation should be given to the municipalities of Canada at the National Industrial Conference to be held in Ottawa in the month of September next, reached me only this morning. I am passing your letter along to the Minister of Labor, and am also taking the matter up with him personally. Senator Robertson was out of the city during the latter part of last week.

GERALD A. BROWN,  
Secretary Labour Sub-Committee  
Reconstruction and Development  
Committee.

Ottawa, July 21st 1919.

Frederick Wright, Esq.,

Editor, Canadian Municipal Journal

Since acknowledging your letter of the 18th instant I have had an opportunity of taking this matter up with the Minister of Labour. I am pleased to say that he concurs in your suggestion and that an invitation will be extended to the Union of Canadian Municipalities to be represented by three delegates at the conference. The formal invitation will be sent at once to the Union, addressed to Mr. W. D. Lighthall as Secretary.

GERALD A. BROWN,  
Secretary Labour Sub-Committee  
Reconstruction and Development  
Committee

As indicating the extent of the Industrial Conference deliberations the following agenda is worth studying.

- considerations the following agenda is worth studying:—

  1. Consideration of the question of the desirability of unifying and co-ordinating the existing labor laws of the Dominion aPriament and of the Provincial Legislatures; and the consideration o fany new labor laws which are deemed necessary.
  2. Consideration of: (a) employees right to organize; (b) recognition of labor unions; (c) the right of employees to collective bargaining.
  3. Consideration of: (a) the recommendations of the Royal Commission on Industrial Relations in favor of the establishment of a bureau to promote the establishment and development of joint industrial councils; (b) the further recommendations of the Royal Commission on Industrial Relations regarding the establishment of joint plant and industrial councils.
  4. Consideration of the recommendations of the Royal Commission respecting hours of labor.
  5. Consideration of minimum wage laws.
  6. Consideration of the recommendations of the Royal Commission that the findings of the commission be put into effect in all work controlled by the Government where the principle of democratic management can be applied.
  7. Consideration of resolutions relating to any other features of the report of the Royal Commission on Industrial Relations.
  8. Consideration of the labor features of the treaty of peace.
  9. Consideration of any other proposals which may be introduced bearing on the relations of employers and employees.

# Municipal Government in Quebec and Its History

Oscar Moran, K.C., Deputy Minister of Municipal Affairs.



"The Government of our cities and towns is the most important problem we are called upon to solve in the interest of efficient democracy. It can only be solved through a general appreciation of this fact by our municipal councils and through thoughtful, organized, co-operative effort." And it is to contribute to such a "thoughtful organized, co-operative effort" towards a better municipal administration, that the Government of the Province of Quebec created the new Department of Municipal Affairs.

The prosperity of the Country depends, in a large measure, upon the good administration of municipal affairs and, in order to promote efficiency, the Government decided to adopt new and modern methods by the creation of the department. It was realized that in the creation of such a department, there was one danger that had to be avoided. Municipal autonomy had to be scrupulously respected. It was felt that nothing in the new law must be allowed to encroach on the rights of the people to govern themselves. Therefore, the new department cannot, in any manner or form, interfere with the administration of the municipal councils.

The officers of the department being permanent will acquire vast experience which will be placed at the service of the local administrators. These officers enter the municipal sphere in a friendly manner, not to take any power whatever from the 1226 municipalities of the Province, but to aid them with their advice, to urge them to follow the provisions of the law, to repress abuses and to correct errors which might be committed.

That is the sole object of the department, the role of which goes no further.

The above, alone, might suffice to answer the question as to "the value of Provincial Departments of Municipal Affairs," but I deem it my duty to be allowed to develop more thoroughly this important subject.

I think it might be of interest to my readers to give a very brief historical sketch dealing with the beginnings of our municipal institutions. Very few of us have any idea of how local affairs were administered in this country a hundred years ago, and more, and I am confident that it will be interesting to learn how our present system, probably the best municipal regime of self-government by the freest people in the world, was created and adopted.

I am indebted, to a large extent, for the historical information, to the Preface in Mr. Robert Stanley Weir's edition of the Municipal Code of Quebec.

Municipal institutions in Canada are the outcome of the largest possible exercise of political liberty.

Under the old French regime, Municipal affairs pos-

sessed certain prominent features which are of interest even though they be radically different in conception and structure from those now in existence.

Many of the streets of Montreal and Quebec bear witness to the manner of living of the dwellers in those cities under the old regime, and no review of Canadian municipal institutions could afford to ignore this earlier period.

Samuel de Champlain, who founded Quebec in 1608, informs us that he published ordinances for the good government of the Colony. It is useless to remark here that these ordinances were not subject to the approval of the tax-payers, and the latter had never heard mentioned such a thing as a sufficient sinking fund to redeem the bonds at maturity.

M. de Montmagny, who succeeded Champlain, repaired and strengthened the defences of Quebec. He also traced a plan of the settlement, marking out the streets according to a system. Those who know the narrow and tortuous way in which certain streets in the lower town of Quebec are grouped, may conclude that this system, while not without its picturesque features, was not remarkable for symmetry. De Montmagny also erected a pillory which served for the whipping of criminals and for the publication and proclamation of public notices as well.

The energetic Count de Frontenac, some years later, applied himself to giving municipal government to Quebec. He ordered the election of three aldermen, the senior of whom was to be Mayor. One of the three men was to retire annually, his place to be filled by a new election, the Governor reserving the right to approve or veto the same.

This is the first trace of a municipal organization in the history of the new world (1672-1689.)

Frontenac also, in conjunction with this rudimentary Town Council, framed regulations for the administration of the settlement destined, as he often declared, to become the Chief City of French Canada. Meetings were to be held semi-annually to consider matters of public welfare. Colbert, however, shattered all those fine projects and democratic germs by a sharp rebuke which seems to have been effective in its influence, not only upon Frontenac, but upon his successors.

At Montreal, de Maisonneuve, as local governor, administered municipal affairs himself. Nominally, he was subject to the Governor, but distance, 180 miles, five days' travel in those days, made him practically independent.

Ten local ordinances promulgated by de Maisonneuve (1642-1666) have been preserved: four relate to the sale of liquor, three to the defence of the town and the others to the construction of a church and the administration of justice.

A general review of the conditions and characteristics of municipal affairs during the French Regime can perhaps be best obtained by summarizing what is known of certain offices and customs, the names of which have come down to us.

## The Syndic d'Habitation

The Syndic d'Habitation was an official well known in France where he represented popular rights before the administrative tribunals. There are records of the election of Syndics in Quebec, Montreal and Three Rivers. These officials appear to have been entrusted with certain local authority and represented the community in its dealings with the Governors. The office did not command itself to Colbert, who instructed Frontenac to suppress it gradually. At Montreal, however, the office seems to have been one of importance. The duties of the syndic in that place were to administer the affairs of the Island by the just employment of the money given him for its requirements, subject, however, to the approval of the local Judge and the Procureur Fiscal. He also levied taxes for the support of the garrison.

## The Grand Voyer

The Grand Voyer was the road surveyor under the Old Regime, and the Captain of the Militia was a sort of

## MUNICIPAL GOVERNMENT IN QUEBEC.

—Continued.

constable and local chief of the men available for fighting. He also acted as the deputy of the Grand Voyer whose special duties were the supervision of roads and bridges, the line of streets, buildings in danger or collapse, and like matters. This office existed long after the Cession; and in 1777, 1778 and 1796 legislation upon roads and highways refers certain duties to an official who is also styled the Grand Voyer. Twenty-four feet was the required width of roads under the Old Regime, but the Legislative Council in 1777 enacted that thirty feet be the minimum width.

### The Corvée

The Corvée was the system under which the Seigneurs, or the community, were entitled to a certain amount of manual labour from tenants or censitaires for the maintenance of roads and bridges. It was introduced from France, and was usually stipulated for in deeds of concession. In 1716 Michel Bagon, Intendent, issued an order forbidding the insertion of such stipulations in future deeds of concession. The system, however, had taken deep root and traces of it have existed until very recent times. Parliament, in 1796, sanctioned the system in an effort to improve the frightful condition of the public highways and the Act was not repealed until 1854. (18 Vic., Cap. 100.)

### The Intendants

The Intendant, however, was the official who, as the head of civil administration throughout the Colony, comprised in his own person all that is now entrusted to Mayor, Aldermen or Councils.

The ordinances of the Intendants relate to a great variety of subjects. The inhabitants were forbidden to place traps on their lands; they were ordered to erect fences. Regulations respecting negroes and slaves were made. Pigs were not allowed to wander through the streets. The order of precedence in church was established to be that laid down by the Sovereign Council. The inhabitants were forbidden to gallop their horses and carriages on leaving church. Missionaries were authorized to receive and execute wills. A lengthy and elaborate ordinance was issued respecting the building of houses which was supplemented by another ordinance requiring builders to take their alignment from the Grand Voyer or Road Surveyor. Regulations against fire were made and against nuisances. Children and grown persons were forbidden to slide in any manner on the different hills in the City of Quebec. Weights and measures, the value of coinage, the building of churches, the observance of Sunday, the preservation of timber, seigneurial rights, the settlement of boundaries and many other matters were determined by the Intendant. He presided at meetings of merchants and traders held for the election of a syndic; determined the limits of private lands; issued instruction to the neighbourhood for the repair or construction of a road; required the inhabitants to exhibit their titles upon occasion; forbade those who dwelt on farms to visit the cities without special permission, and punished all violations of his ordinances. De Tocqueville says that the Canadian Intendant had much greater power than the French Intendant. As to the power of the latter we have the testimony of the great financier, Law, that all France was really governed by its thirty Intendants. "You have neither Parliament, nor estates, nor Governors" he declared to the Marquis D'Argenson, "nothing but thirty Masters of Requests, on whom, as far as the provinces of France are concerned, welfare or misery, plenty or want, entirely depend."

### Parish Divisions

The division of the Colony of New France into parishes was effected on the 2nd of March, 1722, by an edict of the Council of State, adopting a schedule drawn by Michel Bégon, Intendant. By this edict Canada was divided into what was called the Government of Quebec, with forty-one parishes; the Government of Montreal, with twenty-eight parishes; the Government of Three-Rivers, with thirteen parishes. These parishes were all fully described by their boundaries. The word primarily signified ecclesiastical parishes, many of which had an interior existence as such, but were for the first time recognized by civil authority in the Edict of 1722. The beginnings of parishes may be traced to the habitations or settlements of the Colony. The Seigneur was the social head of these communities administering justice among his censitaires in the absence of other jurisdiction, receiving their fealty and homage, mutation fines and rents, and taking the

place of the Syndic d'Habitation. No other recognition of these parishes than that of the Edict of 1722 was made by civil authority until the year 1831, when a Commission was appointed by the Legislative Assembly to establish their limits for civil purposes. The Consolidated Statutes of Lower Canada embody still later legislation on the subject; the ecclesiastical parish forming in most instances the actual boundaries of the civil parish. This illustrates the close connection which existed between the civil and religious administration of the Colony.

### After the Cession

For three years after the Cession of French Canada to Great Britain, affairs municipal, as well as those of larger import, were administered by military officers.

General James Murray was stationed at Quebec, General Thomas Gage, at Montreal, and Colonel Ralph Burton at Three Rivers.

General Murray, as Governor-General, administered municipal affairs with the assistance of an Executive Council composed of the local governments of Montreal and of Three Rivers, the Chief Justice, the Surveyor of Customs and eight leading residents. This Council performed for Montreal and other towns the duties that now are entrusted to aldermen.

The next controlling power in municipal affairs was the Legislative Council, appointed under the provisions of the Quebec Act of 1774. This Council, which was first presided over by Guy Carleton, afterwards Lord Dorchester, consisted of twenty-three members, Montreal continued still to be governed by Quebec, the council sitting with closed doors in the castle of St-Louis, on the citadel rock.

For some time after its appointment, however, municipal affairs received but scant attention owing to the excitement caused by the Quebec Act.

In 1791, the Constitutional Act was passed which divided Canada into Upper and Lower, and gave each Province, Parliaments and Legislative Councils. The Parliaments continued the control of our local affairs that the legislative councils had previously exercised. Every municipal statute or ordinance defined and explained the duties of the magistrates in relation to it.

The justices of the peace formed the local administrative body which carried into effect the ordinances, of councils or Parliaments. This is indeed the characteristic features of the municipal administration of Montreal and Quebec from the time of the Cession until the cities obtained their first charters in 1832. These charters were the first municipal charters in the history of our country but were limited to a period of four years and, owing to the disturbed condition of the country were not renewed.

Montreal and Quebec received their second charters in 1840 and, since that time, in common with the leading towns and cities of the Province, look directly to the legislature for any increase or modification of their corporate powers and are not governed under the provisions of a general Act as are the towns and cities of Ontario.

During the administration of the Special Council in Lower Canada, consequent upon the suspension of the Constitution, an ordinance was passed (4 Vic. 7 Cap. 24) "to provide for the better internal Government of this Province by the establishment of Local or Municipal Institutions therein." The Province was divided into Districts, each of which was constituted a body corporate with special but limited powers. It was enacted that each District should have a Warden appointed by the Governor, and Councillors elected by the inhabitant householders. Every parish and township with a population of 3,000 and upwards elected two councillors. Every parish and township having a population of less than 3,000 elected one councillor, subject, however, to the Governor's proclamation in such matters. Municipal service as a councillor was compulsory under pain of a fine. One-third of the Council retired annually. Four quarterly meetings were held in the year, but special meetings might be held under the authority of the Governor, who also determined the place of meeting for each Council and appointed the district clerks and treasurers.

In 1855 (18 Vic., Ch. 100.) a most important and elaborate Act was passed. The Lower Canada Municipal and Roads' Act. It reformed the municipal system of the Province and established (1) county, (2) parish and township, (3) towns and village municipalities, all of which were represented by elective councils.

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# The Meaning of City Planning

G. W. Hayler, City Planning Board of St. Paul

What is it makes my city? Not her towers,  
Her marts or wharves, her teeming tenements.  
These be but parts, something transcends them all,  
A spirit, thing—an essence, genius, soul—  
Which wakens through her moil to consciousness,  
And whispers to her peoples, that she lives.  
All those that love her she bids band themselves  
To work together that she gain in grace,  
To work together that she stand secure,  
'Gainst evils which would rob her of her fame;  
To work, until each worker comes to see  
Her very self as builded not of stone,  
But a vast structure made of conscious clay  
And dumbly voiceless only to the dumb.  
This living thing, my city seems to me—  
So proud she stands—so splendid on her hills.

James Parton Haney.

## Inception and Development

Before the tragedy of the war had descended upon the world the subject of City Planning and its allied topics of Civic Improvement, Beautification, Housing, etc., had been gradually receiving more and more consideration throughout the progressive countries. City dwellers had begun to realize that their city was no less vital to their well-being than their immediate home, and their home no less than their person. Representative government had given the people an opportunity not only to share in communal affairs but to direct and initiate. For generations the municipality had only assumed the most elementary functions of which the essential of public security against crime and disease were the main. Popular education, the pressure of modern business, and the general trend of the wage-earner toward a higher scale of comfort has, however, developed a new sense of communal responsibility. It is now realized that the municipality can and must be the agency of social well-being and to that end its functions must be widened, so that its activities can stretch out into all the phases of civic life. The old policy of *laissez faire* has been abandoned—the citizens have suffered too much from its results—and all social thinkers are agreed that the responsibility for the co-ordination of its various units. Thus City Planning has come into being.

## Democratic City Planning

City Planning is the organized attempt of democracy to make a healthy, convenient, and beautiful home for itself. It is a movement which seeks to make the city worth living in. It is an attempt to make the very best of one's home town. It views the city as the more promising of civilization's institutions, if designed aright. Whereas the city builders of the past were the kings who sought to perpetuate their own glory and dominion, the city builders of today are the people themselves who seek to broaden the scheme of their free institutions and extend the sense of public order and responsibility. When Paris was redesigned by Baron Haussmann in 1853 under the orders of Napoleon III, the great boulevards were so designed that they could be swept by artillery and the reign of autocracy be maintained. Today when we design our boulevards we design them to assure the maintenance of democracy. The solution of the problems which baffle our municipalities lies with the people themselves. We cannot afford to shut our eyes to the needs of the cities and not to take immediate steps to rectify them. As President Wilson pointedly said in his message of April 15th, 1917. "This is our opportunity to demonstrate the efficiency of a great Democracy." How far scientific city planning will help us is well established.

## The Penalties of Delay

All the older cities today are entangled in a hopeless mass of improvement problems which a comprehensive city plan years ago would have obviated. Vast sums of public money are being spent in widening streets, clearing away slums, cutting diagonal thoroughfares and providing small parks in congested districts. If there had been thought and foresight, if there had been less selfishness and indifference all this money might have been saved. A plan in advance would have considered the many and not allowed the few to exploit the growth of the community.

The average city presents a grotesque spectacle of dis-

organization in the matters of economy, efficiency, convenience, comfort and health. The latest government statistics tell a significant tale as a result of this. In New York at least 33 per cent. of the children have been found to be more than 5 per cent. under weight and the chances are much against them ever becoming normal. The high percentage of rejections under the military service law has pointed to the same prevalence of physical abnormalities. Is it to be wondered at when people are herded together in badly constructed houses with an insufficiency of light and air, with poor sanitation, and roads about them little else than beaten trails through mud and rubbish? This we know is so frequently the case in industrial centers. A better mode of housing humanity must be devised if Democracy is to be worthy of itself.

## What City Planning is NOT

City Planning is not the creation of beautiful veneer to a city. It proposes to dig deep down into the roots of communal life. It has no thought of creating magnificent boulevards and hiding the slums of its workers behind them. It is intimately concerned with how the people live, how they work and how they spend their leisure. City Planning will not neglect anything which goes to make up their life. It will consider all these and develop the personality of the city, not seeking to straitlace or cramp it by a bureaucratic form of organization. A well developed city plan does not inflict a host of fanciful ideas and notions upon the people. It provides for the morrow by the education of the citizens on right lines. The city's form and development must come from its own necessities, its physical environment and its geography. City Planning will not stereotype art, for the city's beauty and adornment must come from its people if it has to have any life or appeal. What then, city planning will do is enthuse and stimulate men and women with the importance of making the very best of the place where they live and work. It will succeed if it can guide developments into proper channels and point out the pit-falls of wrong development. It cannot legitimately hope to do more and it must not be permitted to do less.

## The Promise of the Future

The future promises co-operation instead of competition, and coordination instead of chaos. City Planning will assure an arrangement of development so that growth shall be harmonious, or as nearly so as man can make it. It will mean a farsighted common sense city arrangement and prove the best insurance fund against the waste of public work. It will give us convenient streets, broad thoroughfares, ample play places, gardens and park systems. City Planning should make possible the building of real homes, well planned, with ample yard space, attractive surroundings and financially within the reach of the masses of the people. It will take the street car, the railroad and the street traffic, and create a system in which the pedestrian, the traveler and the vehicle shall have their proper positions and relation to each other. It will take recreation into communal care and refuse to allow private greed to exploit the pleasure instinct of the masses for profit, which has given them recreations seldom constructive, usually passive and often dangerous to health and morality. It will substitute the public gymnasium, the swimming pool, the bathing beach, the children's playground, the public library, community music for the saloon, the low dance hall and the pool room. It will furnish the street as the community's larger home, encouraging every form of street art from the decorated lamp standard to the sculpture group, fountain, arch, statue, and so forth. In short, City Planning will give us the better city of tomorrow which shall be an inspiration to its citizens.

## Our Opportunity

The opportunity before us now is full of promise and can be pregnant with results. We are at the cross roads of history, the war is over, and reconstruction is before us. War has been the great precipitator, and we must now adjust the changed aspects of our social and economic life. We must now get back to thinking of our cities and our homes, we must begin over again, thinking out new

### THE LORD MAYOR OF LONDON.

That the Lord Mayor of London—which office last year was held by Sir James Hanson, Bart., late of Montreal—is not only an important gentleman but is the official descendant of a long line of civic executives is illustrated in the following short article taken from the *Gazette*:

The office of the Lord Mayor of London dates from the twelfth century, and the first held office twenty-five years. It then became annual.

The first two centuries remain misty. However, John Carpenter, town clerk, wrote his copious book in 1419, giving a full account of the Corporation. It is interesting to observe what privileges the London Mayor fought. He was a century and a half getting the title of Lord, with all its meaning. Most readers will be surprised with what he has gained.

Within the City proper the Lord Mayor ranks next to the King. He is even technically before the Queen Consort, not to mention such dignitaries as the Premier (who has no heraldic rank), the Lord Chancellor, and the Archbishop of Canterbury.

The Lord Mayor takes precedence of the Lord Chancellor as First Judge of the Criminal Court. Neither of them enters upon "details" there, but it must be remembered what the outranking means when liberties had to be fought for.

The Lord Mayor of London, cannot jump easily. First he must be a member of the livery companies. Next elected Alderman. Then Sheriff. Anybody refusing to be an Alderman is liable to a fine of £500 if he cannot prove his wealth to be under £30,000. The Sheriff gets £700 a year, but must spend about £4,000. The Lord Mayor gets £10,000 and spends at least twice that in normal times. When a Sovereign dies he attends the Privy Council and is a signer of the proclamation of the new monarch.

### THE PERSONALITY OF A CITY.

"For there is an air about a city, and it has a way with it, whereby a man may recognize one from another at once. There are cities full of happiness and cities full of pleasure, and cities full of gloom. There are cities with their faces to heaven, and some with their faces to earth; so we have a way of looking at the past and others look at the future; some notice you if you come among them, others glance at you, others let you go by. Some love the cities that are their neighbors, others are dear to the plains and to the heath; some cities are bare to the wind, others have purple cloaks and others brown cloaks and some are clad in white. Some tell the old tale of their infancy, with others it is secret; some cities sing and some mutter, some are angry. And some have broken hearts, and each city has her way of greeting Time."—Lord Dunsany.

### SLUMS AND UNEMPLOYMENT.

"Only the other day I saw a skilled Birmingham artisan working in his garden, and I asked him if he had a day's holiday; he said 'No, I have been out of work for three months, and I am enjoying my garden, the fresh air, flowers, the sun and the birds.' I said 'What would you do with your time if you were living in the slums?' (as he had done at one time). He said 'I should be dead!'. This brought home to me the hopeless condition of men out of work living in a great city, with a small house, no comfort and no garden.

"I do rejoice in the work you are doing in Canada."—Extract from letter from Mr. George Cadbury of Bournville, to the Commission of Conservation, May 19th, 1919.

### MEANING OF CITY PLANNING.

ways of dealing with old problems. To make good our ideal of safety for democracy we must supply the right answer to the questions before us. That ideal must not end with the shots on the western frontier. It must be brought right home into our everyday life as we assume the burdens of our social organism. The exigencies of the new age demand the replanning of our cities on better lines. The hour for action is now and we must seize it or it will be gone for many years to come. The future will be largely what we shape it today.

### NEW CIVIC SCIENCE.

In the great centres in Europe, and, to some extent, in the United States, there operates what might be called a new civic science, which considers and provides for the comfort and well being of the populations in every relation of civic life.

The art of civic government has attained to a new dignity. Many an ancient republic, which has given august names to history, did not contain half the population of a great modern city to-day. The life of the city is the life of the nation—writ small. In enlightened centres it is now the policy to safeguard the health of the people in every possible scientific way. Sanitation is a primary and constant duty. The streets are regularly washed, for dirty streets are bad both for health and morals. Public parks are laid out in the densely populated districts, for it has come at long last, to be understood that grass and trees and flowers and open breathing spaces, react upon moral and even spiritual relations.

The welfare of the children is sedulously cared for by the civic authorities; and it is the latter (and not sporadic citizen effort) who carry out and supervise, as part of the civic machinery, instrumentalities whose purpose is the conservation of child-life, now regarded as a fundamental duty on the part of the constituted authorities in the municipality or the state.

This is frankly paternalism, but of the saving and uplifting sort. By this application of civic science, there is not only physical but moral growth. If the slums are not wholly obliterated they are modified. If there is child waste, it is lessened. If there are civic defects, there is such constant improvement, as kindles civic pride. And to-day the best minds in the great communities of the world are proud to be exercised on the general behalf. The late Right Hon. Chamberlain was not ashamed to take off his coat and work for the betterment of his native city. Birmingham, and the most eminent men in the public life of Great Britain have commenced their statesmanship by repairs to the Town Pump.—The *Montreal Gazette*.



T. Thomas Adams, Housing and Town Planning Adviser to the Housing Committee of the Cabinet.

## The Housing Problem

### WHAT IS BEING DONE BY THE GOVERNMENT IN GREAT BRITAIN

The British Government announce that the administration of the Government Housing Scheme will be entrusted to a Chief Commissioner in London and eight District Commissioners of Housing throughout England and Wales. These will be men of wide knowledge and experience of housing, and they will have important discretionary powers, as well as adequate technical staffs at their disposal. The Commissioners are now being appointed. Sir James Carmichael, K.B.E., has been appointed Director-General of Housing.

A Manual will shortly be issued by the Local Government Board for use by local authorities and others as a guide to them on how to proceed with the proposed schemes. Practically all the essential house fittings are being standardized, including doors, windows, kitchen ranges, baths, bolts, locks, door handles, and general fittings, designs of which have been prepared and samples chosen. The Ministry of Munitions will place orders for these standard fittings, and, where practicable, existing munition factories and works will be used to produce them, to provide employment for as many workers as possible. A proposal is under consideration for the holding of a trades exhibition for the firms concerned in the erection equipment and furnishing of cottages.

The Board, acting in conjunction with the London County Council, are making arrangements for the erection in London of a village of model houses. Each house will be a complete model for the guidance of local authorities throughout the country, both as regards architecture, style, and internal arrangements. The houses will be erected from the plans which won the premiums in the recent competition instituted by the Royal Institute of British Architects.

The general policy adopted by the Board will be on parallel lines to the Tudor-Walters Report, and to the suggestions put forward by the National Housing and Town Planning Council. An important decision is that housing schemes will be approved by stages, and thus save a great amount of unnecessary work. The first stage will be concerned with the purchase of the land, the second with the layout of the site, the third with the designs and types of houses to be erected. It is reported that relief will be given for a period of years in respect of rates on new houses built under a certain value.

The Board propose to issue Progress Reports to the public, giving particulars of the housing schemes submitted and the stages they are in.

Dr. Addison has stated (*Daily Mail*, February 5th, 1919) that "sympathetic consideration may be given to schemes of public utility societies which are not strictly 'working-class,' so that middle-class needs may receive prompt attention."

### What Local Authorities Are Doing

The Birmingham City Council have set aside a small site for the erection of model cottages that will be a guide to them in the future. Architects are to be invited to send in comparative plans for these houses, each of which is to have three bedrooms and three rooms downstairs, with a bathroom, preferably upstairs. The completing architects will be permitted to exercise their own judgment as to the number of houses they will allow to the acre of land.—(*Birmingham Post*, January 18th, 1919).

Cleethorpes Council have adopted a scheme to build 200 houses at an estimated cost of £675 each. Seventeen acres of land are to be acquired and the houses built twelve to the acre. At a rental of 8s. weekly the Housing Committee estimated an annual loss upon the scheme of £5,681.—(*Sheffield Telegraph*, January 18, 1919.)

The Rotherham Corporation have set up a special housing department to prepare and carry out schemes for about 3,000 houses. The head of the department has been appointed at a salary of £500 per annum, together with a surveyor and two architectural assistants at salaries of £250 a year each.—(*Sheffield Telegraph*, January 18, 1919.)

The Corporation of Grimsby have adopted a scheme for building 400 houses at a cost of from £420 to £440 each, the entire outlay being estimated at £172,000. It is proposed to charge a rental of 7s. 6d., plus rates, which will entail a loss of £11 3s. per house.—*Municipal Journal*, January 17th, 1919.

The Salford Corporation have decided to purchase a plot of 70 acres of land within the borough for a housing scheme at a cost of £400 per acre.—*Manchester Evening News*, January 15th, 1919.

The Redditch Urban District Council are proposing to make their own bricks for their housing schemes out of marl and clay in the possession of the Council. It is estimated that the Council can produce them at about £2 a thousand, as compared with about £4 10s. at which they could be purchased. The Local Government Board is being asked for permission.—*Birmingham Post*, January 21st, 1919.

The Hemsworth Rural District Council have decided upon the erection of 3,240 houses. Sites have been provisionally purchased at prices ranging between £100 and £240 an acre. A farm at Barnsley of 40 acres has already been purchased for £2,000.—*Yorkshire Post*, January 23rd, 1919.

Mansfield Woodhouse Urban District Council have decided to erect a minimum of 100 semi-detached houses, ten to the acre.—*Nottingham Guardian*, January 3rd, 9119.

Walsall Rural District Council have decided to advertise for sites for housing purposes.—*Wolverhampton Chronicle*, January 8th, 1919.

Ebbw Vale Council have offered £5,000 to the Duke of Beaufort for a site for a housing scheme for which the Duke asks, £22,500—*South Wales Echo*, January 30th, 1919.

The Bridgend Council have adopted a scheme for building 150 houses in the town, ten to the acre, with a recreation ground. The cost per house is estimated at £500, the rent to be 8s. a week, which is expected to entail a net loss of £4,000.—*South Wales Echo*, January 29th, 1919.

The Chester-le-Street Urban Council are purchasing 40 acres of land for £4,000, and propose to erect 600 houses.—*Yorkshire Post*, January 2nd, 1919.

Rothwell Urban District Council have been offered a free site of thirty acres by Messrs. J. and J. Charlesmore, Ltd., for housing, on condition that the firm is given the first refusal of fifty per cent. of the houses for their own workpeople. The Council have agreed to let the Company have first call on the houses for twenty-one years on certain conditions. The Council propose to proceed with a scheme, of which the above will form a part, for 302 houses on forty acres, with an addition of five acres for shops and better-class houses, and a further five acres for open spaces.—*Leeds Mercury*, January 29th 1919.

The Public Health Committee of the Bradford Corporation, after consultation with the Local Government Board, are recommending the adoption of six housing schemes at a total estimated cost of £334,730.—*Yorkshire Observer*, February 4th, 1919.

The Selby Urban District Council have decided to purchase for its housing scheme 18 acres of land at 1s. 9d. per square yard; 10½ acres at 1s. 1½d. per square yard; and 10 acres at 9d. per square yard.—*Hull Daily Mail*, February 1st, 1919.

The Leeds Development Committee have passed a resolution expressing the opinion that it is necessary to build 400 houses for the working classes as early as possible, and requesting the Finance Committee to apply for sanction to borrow the sum of £250,000 required during the ensuing twelve months in connection with the acquisition of land and building operations.—*Leeds Mercury*, February 3rd, 1919.

The Public Health Committee of the Manchester City Council propose to develop the Blackley Estate, and to arrange that a tenth of the number of houses erected have two bedrooms. They suggest further, that in all plans for housing schemes the height of rooms on the ground floor should be 8½ feet and on the upper floors 8 feet, bathrooms to be on the upper floors. Provision is also made for the erection of a few larger houses suitable for medical men and others, for shops, and for an hotel. The Finance Committee of the Corporation report that a housing scheme on the Temple Estate, Cheetham, approved in 1914 at a cost of £30,376, is now estimated to cost £45,405; and that the annual deficiency originally estimated at £368 is now estimated at £3,747, although the rents have been raised from 6s. to 8 s. 6d., and from 6s. 7d. to 10s. Another scheme for the erection of 42 furnished houses in Tebbutt Street, Rochdale Road, ap-

## UNSIGHTLY BILLBOARDS.

Advertising, when properly directed, is no doubt a means of creating additional business for the advertiser. How the advertiser spends his appropriation—from the standpoint of securing results—is his own concern.

The medium by which he reaches the public, however, concerns the public, and the people are awakening to the fact.

Appearance counts. For this reason and for no other, all modern daily newspapers, notwithstanding that the greater proportion of their revenue comes from advertising, have excluded display advertising from their front pages.

When a private industry, so dependent upon its advertisers, can take a stand on behalf of appearances, how much more important is it that our public streets, the front pages of our city, should be protected.

The more public a situation is, the more eagerly is it seized upon for the creation of a billboard, and this regardless of the fact that it constitutes a deteriorating influence upon surrounding property, in many cases is a hiding place for a "dump" and often creates a fire menace of no mean proportion.

Cities are spending enormous sums in the construction of good roads and sidewalks; merchants and residents, largely for the sake of appearances, improve their property fronting on same, that the eye of the travelling public may not be offended. Yet billboards and signs are permitted without control as to location.

It is high time our municipal authorities recognized their duty towards public amenities, and regulated the erection of signs and billboards.—J. D.

## HOUSING PROBLEM.—Costinued.

proved in 1914 at a cost of £2,853 for land and £6,120 for buildings, will now cost a further sum of £8,701; the deficiency being increased from £55 8s. to £693.—**Manchester Guardian**, February 3rd, 1919.

The Health Committee of the York City Council have recommended that application be made for sanction to a loan for £133,295 for the erection of 238 houses, and the necessary works in connection therewith. The estimates cost is based upon present cost, being 100 per cent. in excess of pre-war cost, which, with rents at the pre-war figure, will show an annual deficit of £3,767. The Committee recommend the Council to support the resolution passed at the recent Birmingham Conference that the whole of the annual deficit on municipal housing schemes should be borne by the State. They do this without prejudice to the action for building 238 houses on the Government's present terms. A further 300 houses are to be arranged for in the near future.—**Yorkshire Herald**, January 30th, 1919.

The Edinburgh Town Council are proposing to buy 50 acres on the Gorgie Estate at a price of £250 per acre. It is proposed to erect two-storey flatted villas, with a density of fourteen houses to the acre.—**Edinburg Evening Despatch**, January 30th, 1919.

The Newark Town Council are purchasing land for a first instalment of 100 houses at the rate of £550 per acre from the Duke of Newcastle.—**Nottingham Guardian**, January 28th 1919.

The Ripon City Council have agreed to make application for sanction to borrow the sum of £1,500 for thirteen acres of land situated to the south of the city for a housing scheme of 130 houses. The houses are to be semi-detached, each having its own garden and provision is to be made for tennis-court, and three playgrounds for children. The houses will contain six rooms and a bath room, and be let at £15 per annum.—**Yorkshire Observer**, January 29th 1919.

The Loughborough Town Council intend to build 130 houses on 13½ acres of land in the town for which they have been asked to pay £3,750.—**Nottingham Guardian**, February 6th 1919.

The Pontefract Town Council propose to build 124 workmen's dwellings at the rate of twelve to the acre. The estimated cost of construction is 130 per cent. over pre-war cost. A town-planning scheme is to be prepared.—**Sheffield Telegraph**, February 7th 1919.—From Garden, Cities and Town Planning.

## REDUCTION IN THE COST OF LIVING.

So great has been the increase in the cost of living—and even of dying—that there are more persons interested in economics and statistics than ever before. Nothing is easier than to cry, profiteer! and off with his head! when one thinks of income failing to keep pace with rising costs and tries to apportion the blame. Yet though every country, sad to relate, has had its profiteers, who are the most odious brand of traitors, a very little reflection will serve to show that the high cost of living can not fairly be laid at their door alone. Every belligerent country, and most others in the world as well, have suffered from the same malady, which naturally affects people with small incomes more than their more fortunate brethren. All the great necessities, food, clothing, fuel, housing, and to a less extent transportation, greatly increased in cost during the war, and there seems little prospect of any immediate reduction, if we consider some of the causes which have brought about the rise in prices.

The chief cause of the increase in the cost of food has been the enormous demand for food-stuffs for European countries and for our own men in uniform. This demand opened the door for the small group of monopolists who control the main portion of the food supplies of the North American Continent. The farmer and the cattle-raiser do not get their fair share of the increased cost of food; it is the middleman and the distributor who reap the golden harvest. The only remedy which will make the farmer and therefore the rest of the consuming public independent of the great monopolists is cooperation in some form or other. In every country in the world where there has been a revival of agriculture during the last generation it has been due to two things, the application of scientific methods of planting, tilling and reaping and the adoption of cooperative methods in the purchase of seed and stock and in the sale and distribution of farm produce. The recent efforts of Baltimore, supported by the Women's Civic League, in procuring and putting upon the market quantities of government stores no longer needed for men in uniform, are praiseworthy so far as they go, but they do not affect the root causes of the evil. The sale of these supplies will be a partial and temporary alleviation, but will not cure the malady.

The rise in rent and the cost of houses is primarily due to the almost complete cessation of house building during the war and to the shortage of building materials, aggravated in some places, as in Baltimore, by a large and sudden influx of population. These causes can only gradually be overcome, but they can be met by a far-seeing housing policy, particularly in the new annex. The City Council is wide awake to the urgent housing needs of the moment, and with the cooperation of the Board of Trade and other public bodies it ought to be possible to hammer out a policy which will be for the benefit of the whole city. Another cause of the rise in the cost of living is the increase in wages and improvement of living conditions for large masses of workers. This improvement in the status of the workman has been in most cases just in many cases long overdue. Unfortunately, any rise in wages is immediately passed on to the consumer who ultimately pays the bill, so that we seem often to be moving in a vicious circle. Some means must be found whereby it will be possible to give the worker a just wage without immediately neutralizing it by an undue rise in the cost of necessities.

One other cause of increased cost of living is seldom referred to outside business, banking and financial circles. The change in the value of the dollar is due to a large extent to complicated questions of international exchange, which are little understood by the common man, who, even when he has a banking account, has the haziest notion of what banking really means. It would be a great public service if the banking fraternity would arrange to have clear explanations of these rather difficult questions spread broadcast for the education of the community.

On this as on the whole mass of questions affecting the high cost of living, the motto must be, More light!—City & State.

**BOLSHEVISM.**

Mr. Gus. Franco, the Editor of the Labour World and a prominent member of the Trade and Labour Council is to be congratulated on the stand he has taken against "Bolshevism" in a booklet recently published in Montreal, under the title of "My Quarrel with Bolshevism". Mr. Franco's conception of Bolshevism as practiced in Russia may be summed up in the following excerpt taken from his book:—

"Violence and injustice have replied to violence and injustice in Russia with a vengeance, but the Russian people are as far from emancipation as they were before. The dictatorship of the Czar has been succeeded by the dictatorship of Lenin and Trotsky, carrying with it murder, misery and oppression. The law of brute force is exercised with ferocious energy. The doctrines of equality preached by the apostles of an emancipated proletariat have been engulfed in a storm of popular revolt. The world is confronted with the dictatorship of a proletariat all the more dangerous that it is ignorant, all the more cruel that it has never seen anything but violence, all the more eager for possession and enjoyment that it has ever lived in black poverty and that life has always been for it a long nightmare of sorrow and grief.

"The reaction of Russia has been terrible, but it over-shot its mark. It is not the apostles of thought who have seen the triumph of their ideas; it has not been those who were seeking a real emancipation of the people by just laws and the establishment of a truly democratic government—guaranteeing to all complete and full liberty—that became rulers in this social revolution. Their long years of effort and sacrifice were rendered useless. They were put to death by a pack giving vent to its passions after having chosen for its leaders men of brutal desires, men devoid of ideals and sincerity. These men became the oppressors of a rising democracy and were using the proletariat to proclaim themselves dictators and autocrats, choking with terrorism the protestations of their victims, ruling through the satisfied appetites of their supporters, and converting the reign of a proletariat conscious of its rights, but also of its duties, into a shameless and bloody dictatorship.

"Under a so-called socialist and communist regime, all the institutions which constitute real democracy have been destroyed; brute force and violence have been used to suppress or oppress all who opposed the creation of political and economic tyranny.

"No system of democratic government designed to endure can be instituted unless based on justice, liberty and equality of all before the law. To confiscate the property, wealth, industry and trade of a citizen because he does not belong to the proletariat is to commit injustice, even if such confiscation were made in the interest of the masses. To deprive this same individual of his rights as a citizen after having despoiled him, to punish him because he has owned property, is to commit a real crime and to act contrary to sound democratic doctrine.

"A country may and should control all its means of production and distribution. That object is realizable and necessary for the welfare of all; but no society can declare itself connected with democracy if it is creating inequalities amongst its citizens. The control of the state must reside in the participation of all and not only in that of a class of a caste, be it military or capitalist, be it composed of laborers, peasants and soldiers.

"The Bolshevik system is contrary to the development of democracy because it is nothing short of dictatorship based on crime, injustice and inequality before the law; it is intolerance it self and has adopted for its motto: **Liberty in its widest form for a class but complete oppression for the others.**"

**PUBLIC OWNERSHIP**

There is a decided drive from all sides to decry public ownership. The opponents of public ownership do not do anything so common as to put up an argument. They just admit that it is a failure and comment upon the same. Public ownership is no failure and the activity of the opponents is inspired by a full knowledge of its success. They are alarmed because of its successes.—Calgary Morning Albertan.

**MUST BECOME CANADIANS.**

We have had many people come to find refuge and to find new homes in Canada who have come from countries where the living conditions were such that they had a great desire to escape from them. I think a great deal of the trouble and agitation and discontent in this country is from that class of people. I have made some enquiries and I have yet to be told by anyone who has been in close touch with the situation that native-born Canadians have been mixed up in any of these agitations to any great extent. We have a country we cannot hold alone for native-born Canadian, but I think what we ought to do and what we will have to do is to simply give notice to all the rest of the world, and to those in this country to whom we have given shelter and are willing to give them the opportunity of making for themselves a home and a living, that unless they will come into this country and accept the conditions and agree to live under the orderly conditions we as Canadian must compel them to live under, and unless they will become Canadians and be Canadians first, last and all the time, I think we just want to tell our Government to tell the people who are coming in here that the best thing they can do is to get out—Lloyd Harris, Canadian Trade Commission.

**THE HIGH COST OF POOR HIGHWAYS.**

No one doubts that there are benefits resulting from improved public highways, but many citizens do not realize how great are the effects of good roads in community and state life. Improved highways and an increased property valuation are inseparable. When, the cost of hauling produce to market is decreased, the value of the farmer's land is increased. A smooth, well-graded highway reduces the time of travel and permits the movement of a larger load. One farm located four miles distant on a good road is often economically closer to town than another farm located only two miles away but situated on a bad road.

Most of the opponents of the good-roads movement—if they may be called such—base their arguments on the high cost involved. These citizens want roads but not the kind that is enduring. They hold to the old idea that building a road is a simple feat instead of an engineering problem. They ignore plans to reduce grades and shorten length, and prefer to economize on initial outlay by following the surface contour. Such individuals think to overcome gravity by the application of axle grease. They forget or do not know that a horse cannot pull with force and at the same time raise his own weight up a hill. Like a chain that is no stronger than the weakest link, a length of highway is limited in use by the worst grade on it. For example, if a road is level a 1200-pound horse exerting a tractive pull equal to one-tenth of his weight can draw a load of approximately one ton. But if there is a hill on this road having a ten per cent grade, the horse exerting the same force against the collar can draw a load of only 750 pounds.

This condition is even more emphasized when instead of an earth road we take the case of a smooth macadam highway. The load that can be hauled on a level macadam road by an average horse is two and a half times as great as that which can be drawn on a level dirt road; but if a ten per cent grade is encountered, then the horse travelling on the smooth macadam can haul less than thirty per cent more than on the dirt road. All of which means that the better the road the more necessary it is to eliminate grades.

As to how much money a community is justified in spending for road improvement, the answer must depend on the amount of the possible reduction in the total annual hauling charges of the district. One authority estimates that the total cost of hauling the cotton crop in a recent year was in excess of thirty-five million dollars. Consequently, an eight per cent reduction in the cost of hauling would have affected a saving of about \$2,800,000. This means that for road improvement the people in the cotton states could have obligated themselves to pay a two-million-dollar annual interest and maintenance charge and profited by the investment. Certain localities report that the establishment of better roads has reduced the ton-mile costs for hauling from \$1.40 to twelve cents. It is easy to realize what a fraction of such savings would mean to the nation if they became general throughout the country.—Lloyd W. Parsons in Saturday Evening Post.

## Care Of The Illegitimate Child

**Dr. Hastings, the Medical Officer of Health for Toronto** in a special report to his Board deals with the responsibility of the State to the illegitimate child in no uncertain terms, and as much of his report applies equally to other Canadian centres we take this opportunity of reproducing it in part.

"Are we playing fair with the child?"

"If we are sincere in our moral obligations to the parentless child, we must first see to it that our laws affecting these children are stripped of their cruelty and injustice. How long is our so-called Christian civilization going to tolerate the gross injustice of branding the innocent helpless child born out of wedlock as an "illegitimate child"? It would be difficult to conceive of anything more cruelly unjust. We are trying to correct immoral conditions with laws that are themselves vitally immoral. Surely the child born out of wedlock has been sinned against enough as a result of the nine months continuous nervous strain that the mother has had to pass through, forced to conceal her condition until the last moment.

### Tear Away the Mask

"When will our Christian civilization cease from this martyrdom of labelling the innocent offspring of illegitimate parents "illegitimate"? As Hartley said: "All this cruel action has been done in the name of morality. Let us tear the mask from the lying face of our social conscience." The urgent duty that rests upon the state and upon all of us is the duty of taking action to prevent the penalty of illegitimate parents being paid by the innocent child. A law is urgently required that will facilitate the establishment of paternity and will hold the father responsible for the support of his child and will give to the child the name of his father, whether in or out of wedlock. This is no brief for illegitimate parentage, which cannot be too strongly condemned, but it is a plea for the rights of the innocent child."

In 1917 I pointed out to the Local Board of Health the advantage of private homes as compared with institutions for the care of infants, but it is emphasized that the placing must be carefully done, and special attention is drawn to the danger of placing the children in a haphazard manner. As a great many of the children so placed are taken to the homes by the parent or friend, no responsible organization is consulted as to the wisdom of this step.

### Protect Child's Interest

"In my opinion, no child should be cared for in a home not its own, without the approval and supervision of some agency authorized by the State to look after the interests of the child."

At the present time, the Children's Aid Society limits itself to children over four years of age, with the result that the Department of Public Health has been forced to blunder along in this work in default of some agency to secure the responsibility. Moral suasion has been brought to upon the boarding home-keepers to induce them to admit only cases recommended by the Health Department, but the investigations have been necessarily inadequate and the work only done in a superficial manner.

"The situation is now so serious as to be a standing reproach to our civilization. It is particularly regrettable that no satisfactory machinery is at hand to compel the delinquent father to assume his share of the burden. Nor does any organization consistently expend much energy upon utilizing what machinery is available. The 'open-door' feature of the licensed baby home (and certain institutions), cannot but result in the city of Toronto being imposed upon. If any child can be admitted for whose maintenance payments is offered, there is no legal method of preventing non-residents of Toronto from using our homes to avoid publicity in their own localities.

### Hard To Apply Law

"When, after a time, the parent ceases to pay for the child and disappears, the child becomes a charge upon the City of Toronto. It is then usually too late to obtain the information that would enable the authorities to trace up the responsible parties and even to establish the responsibility of the municipality from which the child is brought. The fact is that, although the Children's Protection Act makes the municipality of the parent liable for maintenance, it has not always been found possible to get another municipality to pay for a child deserted in Toronto, even when the evidence of responsibility is obtainable.

"The fact that children may be placed in licensed board-

ing houses by any one who so desires, means that the boarding home keeper makes her bargain with some private individual and not with a responsible child-placing agency. The keeper must, in every case, assume considerable risk of financial loss and troublesome legal complications if the baby is deserted. In such a case, the boarding house keeper is at the expense of maintaining the baby until the case can be finally disposed of by the Juvenile Court, which, for obvious reasons, usually requires a very long period. As the person in actual custody of the child, she has to bring the case to court, produce all the evidence required by the judge, and is expected to conduct the case. Of course, these women are quite unable to do this, with justice to the infant, and the attending loss, labor and annoyance has resulted in driving out of the business the better class of women.

"In March, 1918, there were 99 baby boarding houses, whereas there are now only 62 and several of these are about to be closed up. One hundred and twenty-one babies were then cared for, whereas there are now 117 babies in the 62 homes.

### Some Recommendations

"In view of the foregoing facts, it must be apparent that the following steps are urgently required:

"Legislation should be obtained prohibiting the placing out of children either in free or boarding homes excepting by some responsible agency authorized by the province to do this work (probably the Children's Aid Societies).

"Any agency authorized to do child-placing work to be required to adequately equip itself for the purpose.

"The agency so authorized and equipped should not devote its organization and attention to finding homes or boarding places for all comers, but to diagnosing the real need of the child and meeting that need. In other words the preventative side of the work must be developed as well as that of treatment.

"The agency must be supplied with sufficient funds to carry on its work effectively.

"Legislation should be obtained providing the necessary legal machinery to establish the parentage of children and to effectively compel illegitimate fathers to contribute to the support of their unfortunate children, and to give such children more satisfactory legal status, in fact all the status of the child born in wedlock.

"That more adequate accommodation should be provided for the housing of mothers with babies throughout the nursing period and for their placing and supervision afterward.

"Some arrangement must be made for the admission of nursing babies to hospitals with their mothers. At present the Isolation Hospital is the only large hospital in Toronto that will admit a mother and nursing baby.

### COMPULSORY TOWN PLANNING

Town planning in Great Britain has so far advanced beyond the experimental stage that it has now been decided to make it compulsory for every town, having 20,000 inhabitants or more, to submit a town planning scheme for its own area to the Local Government Board, not later than 1926. Such a scheme must embrace the limitation of population densities per acre, define the portion of a site area to be covered with buildings, the character of the buildings, the lines of arterial roads and the provision of open spaces.

The British people realize that haphazard growth of towns leads to serious evils and they are determined to control it. In future, land will have to be developed so as best to serve the interests of the community, which, in the long run, is usually in the interests of the land-holders themselves. Only the land speculator is adversely affected. If the public wish to put that individual out of business, they cannot do it more effectively than by actively promoting proper schemes of town planning.

In Canada, the province of Nova Scotia took the lead in making town planning compulsory in 1915. The only other province which has a compulsory act is Saskatchewan. These are therefore the only two provinces abreast of the Old Country in town-planning progress, though most of our provinces have enabling acts in force.



## Developing Active Vision Through The Schools

By J. O. Gordon

In the High School of Commerce of Cleveland, Ohio, Municipal Activities is the term applied to that part of Civics which is purely local in character and which cannot well be brought out in a text-book, since no two cities are alike in all features of local government. It is the aim in this department to so relate and localize the civic life of the city to the pupil that he will become conscious of an important relationship to his city in all of his conduct, be it on the street, in the shop or office, or in his home. It is intended to demonstrate to him that this civic power that is constantly over him is none other than his own power, intelligently or unintelligently directed by those elected to represent him.

The student is made to realize that soon he will be a voter, exercising all the rights that belong to a citizen. It is essential, therefore, that when he reaches that post of responsibility his views and estimates of the city's opportunity to do for him and of his duty to his city shall be well established.

Why the student's home city is where it is and what it is, is important, but more important still is the question of what it is to be. To know the high spots in the city's history will aid the student to appreciate the reasons for certain changes that have come about from time to time and to understand the reasons for changes yet to come. Why an ordinary bridge gives way to an expensive viaduct that it may take years to pay for, why a commonplace building must be razed to make way for a commodious city hall, and why two- or three-story blocks are replaced by skyscraper office buildings, are subjects for discussion. Why one portion of a city is a residence community, one a shopping center, another a wholesale district, and still another a manufacturing section, are questions related to both civic and industrial life.

The law-making body, the city council, is a live subject to the student after he has once attended a council meeting and seen for himself an ordinance presented, debated, referred and passed. Who is to represent his ward in this law-making body is thereafter a real issue to him. Attention may be directed toward the newspaper for items of civic interest. The editorial, the most important part of the paper, may be made a topic for conversation and profitable class discussion.

With an excellent interest in civic happenings, there comes to the student a sense of pride in having his city a clean city, physically and morally. His heretofore dogged obedience to the policeman, the city physician, the sanitary inspector and the officers of enforcement generally turns to respectful cooperation. Not only is the municipal phase of the city's organization studied, but the investigation is carried into the various lines of charitable and benevolent work, both public and private. Hospitals are visited and their system of management, sources of revenue and general methods of extending their services to the public are investigated. Asylums, institutions for the care of detectives, and special schools are inspected. The plan of correction as applied to the criminal, the juvenile offender and the delinquent, as well as the court that hears the case and imposes the sentence, are investigated and reported to the class in the form of a committee report.

No textbook is used, as the pupils depends upon the material gathered in his search of the subject. This material usually consists of reports, both verbal and printed, and what the student himself sees and from which he must make his own deductions.

The course in Local Industries, as presented in the Cleveland High School of Commerce, is that part of commercial geography relating to the home city and is intended to acquaint the student, through personal visitation, with the industrial life of his city as exhibited in concerns of his own acquaintanceship and within reach of his home. The plan of study is similar to that followed in Municipal Activities. The class is divided into committees. These committees visit the leading industries as directed and present their findings to their class in the form of verbal or written description.

The railway and water shipping routes are investigated as far as the states they traverse are concerned, the cities they reach, and the general character of their outgoing and incoming commerce.

Committees sent to the factories and the workshops are required to note the methods of supervision, conditions of employment, methods of sanitation and facilities for welfare, as well as the materials used and the products made from these materials. To many of the students, at least, some of the raw materials may be entirely new. The process of manufacture, the use of the product and to what markets it is sent, are important subjects of inquiry. The report may include the kind of office help used, the system of factory supervision and the wages paid to different classes of labor. Here is an opportunity to impress the student with the meaning of overhead expense, the value of a cost system as applied to manufacturing, and the relation of transportation to the industry visited. The economic question of the division of labor and the relatively small part one individual performs in the making of an article is here before the pupil in concrete form as he observes an employe manipulating one piece of machinery thousands of times daily.

The relation of the express companies and the Parcel Post to commerce and to transportation is emphasized in the number of packages received and sent. The value of exhibitions, fairs, and other forms of advertising an industry and the ways and methods of acquainting the public with new devices and processes is demonstrated through first hand study of these means.

The influence of a chamber of commerce, a board of trade, a builders' exchange and of other organizations on industrial activity in an interesting topic; also the question of adequate and convenient railway and shipping terminals, depots, docks and storage accommodations.

The field for this type of inquiry is practically limitless and may be utilized to any extent permitted in the pupil's study program. It tends to connect the school life of the pupil with actual industry until the step from school to employment has to him lost its distant perspective.—American City.

### BOLSHEVISM.

Bolshevism accords to the family no such sacred place in society as modern civilization accords to it. Conflicting reports have been passing current during the last few months relative to the nationalization of woman by the new Russian Government. Two or three local Soviets have apparently thus degraded the womanhood of their particular districts, but the central Government has refrained from adopting any such policy in the whole nation. They have, however, promulgated decrees relating to marriage and divorce which practically establishes a state of free love. Their effect has been to furnish a vehicle for the legalization of prostitution by permitting the annulment of the marriage bonds at the whim of the parties, recognizing their collusive purposes as a ground for the severance of the matrimonial state. . . . The apparent purpose of the Bolshevik Government is to make the Russian citizen, and especially the women and children, the wards and dependents of that Government. Not satisfied with the degree of dependency incurred by the economic and industrial control assumed by its functionaries, it has destroyed the moral obligation of the father to provide care for and adequately protect the child of his blood and the mother of that child against the misfortunes of orphanhood and widowhood.—Report of the United States Senate Committee on German Propaganda and Bolshevism.

Safety for life is one of the most important services bought with an automatic sprinkler system. During the past year, the Alfred Street School in Binghamton, New York, was protected against fire by an automatic sprinkler system. A timber near the heating plant became ignited during the noon hour and started a blaze. When the heat reached a point near the sprinkler head a deluge of water extinguished the fire before the firemen arrived in response to the alarm. It was just at the noon hour and the children had not entered the building for the afternoon session though the fire occurred only a few minutes before it was time for them to assemble.

## CAMPAIGN TO CHANGE SYSTEM OF WEIGHTS AND MEASURES.

'Dollar-Meter-Liter-Gram' is a slogan with which the World Trade Club of San Francisco, U. S. America, representing over 500 of San Francisco's leading manufacturing merchants, has started a campaign for the world-wide adoption of the metric units of measurements. 'Keep the world war won' is another. Still another is: 'Our weights and measures made in Germany.' The club's arguments show that the weights and measures now used by Great Britain and the United States were forced upon England by the German Hanseatic Trading League centuries ago. Germany herself scrapped the old units in 1871, and adopted the metric system, which was invented by an Englishman, James Watt.

That the Club is very much in earnest in its campaign is indicated by the following article by John H. Gerrie, of the San Francisco Bulletin.

### The Two Stupidest Nations!

No! Not Russia and Germany!  
Nor even Nigeria and Timbuctoo!  
But—Great Britain and the United States!

Now, what do you think about that? You don't believe it? They are the most enlightened nations?

They are and they are not!  
In some things, Yes! In one great vital essential of these vital times, No!

For Great Britain and the United States are embarking upon the most colossal world competition in all history with the Wrong Kind of Equipment!

They are tackling world trade with the wrong tools!

Two hundred and twelve nations and countries are doing business together under the simple practical and universal understood Metric system.

Two nations are attempting to do business with the 212 under the old-fashioned, cumbersome, obsolete German system.

These two old-fashioned, behind-the-times, dozing nations are Great Britain and the United States!

And the system they are using was Discarded As Worthless By Germany half a century ago!

The two greatest (?) nations in the world are trying to do business with Germany's cast-offs!

This, no doubt, is precisely as Germany had planned. Having tied a weight to the heels of her greatest trade adversaries, this cleverly cunning country removes her own weights and skims into world commerce on the wings of a system invented by an Englishman—James Watt in 1783.

Think of the irony of it: An Englishman gives the world the logical, decimal system of measurement which Germany adopts to her tremendous acceleration in commerce and power and enrichment by Billions Of Dollars. In return Germany fastens upon the land of the Englishman to whom she owes so much the cumbersome jumble of quantity expression that is a terrible handicap to Great Britain in her world enterprises.

The United States slavishly follows Great Britain in her weights and measures and retains them, while all the rest of the world, except these two, adopt the decimal system which everybody understands!

It is under this tremendous handicap that the United States (and Canada) enters world trade. In all her dealings with the Orient, Oceanic, Latin America and the remainder of the world outside of British possessions this country must do business with two sets of measurements—the Metric, satisfy her customers; the Germans, to humor the obstinacy of her own manufacturers. But that obstinacy is calculated to cost those manufacturers Tens of Millions of Dollars Annually in lost time and lost orders.

## WHAT MAKE A GOOD CITIZEN?

"I believe that a man should be proud of the city in which he lives; and that he should so live that his city will be proud he lives in it."—Abraham Lincoln.

"A good citizen is a man who constantly and consciously accommodates his conduct and his business to the rights of others and to the interest of the community."—Woodrow Wilson.

## CANADIAN CITIZENSHIP.

Sir Robert Borden has probably found the best solution, so far as it goes, to the citizenship problem. Canada has long admitted strangers to naturalization on far easier terms than Great Britain does, with the anomalous result that many people are left without any citizenship except a subsidiary one. They are citizens of Canada without being citizens of the empire or being able to claim all its immunities. This absurdity has furnished a great puzzle to international lawyers. The Prime Minister's plan is to agree as far as possible with the mother country as to terms of citizenship, and so make Canadian citizenship also imperial. The Canadian custom has proved to be dangerously liberal, so that public opinion will support the change proposed. There is still, of course, the difficulty of the colored races within the empire whom Canada ostracizes. Will Sir Robert's law tackle that?—Montreal Witness.

## THE BOY SCOUT HANDBOOK.

GERALD H. BROWN,

Dominion Secretary, the Boy Scout Association.

One of the most interesting and certainly one of the most valuable books published this year in Canada is the Boy Scout Handbook compiled and largely written by Gerald H. Brown, the Hon. Dominion Secretary of the Canadian Branch of the Boy Scout Association. What scouting means to the nation is indicated in the volume itself on page five as follows:—The conservation of Boy Life—the training of the rising generation in intelligent patriotism and earnest public spirit—a potent force for international peace and goodwill. It is well-nigh impossible to conceive a more noble object for any association to try and achieve. The whole civilized world knows that the boy scout movement originated in the brain of that great and versatile soldier, Gen. Sir Robert Baden-Powell of South African fame, but Canadians generally have but little idea to what extent the movement has spread throughout the Dominion. As a matter of fact the Canadian branch of the Boy Scout Association is as well organized and as strong numerically as in any other part of the world outside Great Britain. But this is not enough. Every encouragement should be given to each branch of this great unsectarian organization by the local authorities because it is one of the best means through which the true spirit of citizenship can be inculcated in the young Canadian mind. But first the authorities should become acquainted with the work and aims of the association by a perusal of Mr. Brown's Handbook.

In the chapter dealing with the "Rights and Duties of Citizenship," Mr. Brown says of municipal government:—

"Besides acquainting themselves with the conduct of national politics, Scouts should study provincial and local affairs, which often come closer home to us in our daily life than do the wider national affairs. We should learn to take pride in the place where we live. Such pride will make steadily for improvement. Civic pride will result in well lighted streets, proper traffic regulations, and efficient means of communication. It will mean pure water, the absence of slums and unhealthy dwellings, the maintenance of open spaces in the form of parks and playgrounds. It will mean proper hospitals for the sick, care for all other forms of distress, and the fullest use of the community's natural advantages for both business and residential purposes."

When the Dominion executive asked their secretary to compile the Handbook they chose the right man for the work. Not only was he specially fitted for the task because of his recognized ability as a writer and journalist, but because the scout spirit of "helping others at all times" is the keynote of Mr. Brown's character. This is not only exemplified in the general secretarship of the boy scout organization, but in his Y.M.C.A. work, in his chairmanship of the Playground's Committee of Ottawa and in many other movements that have for their object the brightening of children's lives. Gerald Brown is a Canadian citizen whom it is good to know.

**MUNICIPAL GOVERNMENT IN QUEBEC.**

(Continued from page 269)

This Act must be considered as the basis of the actual municipal system in operation at the present time.

In the Province of Quebec we have four different laws governing municipal affairs, namely:

- (a) Special Charters;
- (b) The Town Corporation Act;
- (c) The Cities and Towns Act;
- (d) The Municipal Code.

It is obviously impossible for me to deal with these separately and in detail, and I shall pass on to the consideration of general features which are exceptional to the Province of Quebec, and which relate to the Department of Municipal Affairs.

This Department was created by the Quebec Act 8 George V, Chapter 20, sanctioned February 9th, 1918, and was put into force by proclamation on the 4th of March 1918.

Honorable Walter G. Mitchell, Provincial Treasurer, was called upon to assume direction by Order in Council dated March 8th, 1918.

A Deputy Minister was appointed on the 4th of April of the same year.

The Acts 8 Geo. V, chapters 20, 28 and 60 (1918) and 9 Geo. V, ch. 59 (1919) have brought about important changes in the municipal Law of the Province of Quebec.

Amongst the most important innovations are the following:

10.—The law gives a government control over the sinking funds destined to meet the loans contracted by the municipalities.

This new departure has given to people seeking bond investments increased confidence in the Bonds of the municipalities of the Province of Quebec, and insures the setting aside for the due date of bond issues, the ready money to meet the obligations of each municipality.

The sinking fund for each loan is deposited with the Provincial Treasurer, unless otherwise ordained by the Lieutenant-Governor in Council.

This is allowed if the security is good such as provided under article 9810 of the Civil Code which requires that money held in trust be invested as follows:

- (a) In Dominion or Provincial Stock;
- (b) In public securities of the United Kingdom or of the United States of America;
- (c) In municipal stock or debentures;
- (d) In the bonds or debentures of any school corporation in any city or town of the Province;
- (e) In real estate in this Province;
- (f) On first mortgage upon real estate in this Province to an amount not exceeding three fifths of the municipal valuation of such real estate.

This new departure was, and is still, viewed with much favour and very favorably commented upon, upon all sides.

It is realized and admitted that the sinking fund must be carefully looked after, for it is the tax-payers' saving account for the payment of outstanding bonds. It is, moreover, the bond holder's primal security for his bonds. The real trusteeship, therefore, of the Government, is for the tax-payers and for the bond holders. In commercial practice, this is very clearly recognized and defined.

20.—The new law fixes a maximum term for debts incurred by municipalities for certain purposes.

It was considered by the Legislature that it is only equitable that municipal loans be paid during the life of the work and by the generations which profit by it.

30.—Another important change is the mode of procedure regarding the voting of loan by-laws.

The old law provided that it was not necessary that the electors should be called upon to register their vote upon a loan by-law, unless a poll was asked for by six electors.

If a poll was not asked for, the by-law was presumed unanimously approved of by the electors.

The new law now requires that there be a vote in every case. Moreover, there must be a certain percentage of tax-payers who register their vote.

40.—Article 5782 as enacted by section 10, 8 Geo. V, Ch. 60, is new law.

It is stipulated that every by-law ordering a loan must mention, in detail, the existing debts of the municipality.

The object of this enactment is to permit the electors to know the exact financial position of the municipality when they vote upon a proposed loan.

50.—All municipal bonds, must now bear a certificate of the Minister of Municipal Affairs and every such bond, duly certified, is valid and its validity cannot be contested "for any cause whatsoever."

This innovation in the law is much appreciated by the public.

The experience of the past year shows that the public now looks for this certificate which assures the validity of the bond.

Before this law was enacted, every bond issue was subject to be attacked for some legal technicality, and purchasers were obliged to depend upon legal advice which had no binding authority before the Courts.

60.—A new Act of last Session, 9 Geo. V, Ch. 59, contains further important legislation.

(a) It is now absolutely forbidden to give aid, in any shape or form, to industries, with the sole exception that cities and towns may exempt industries from taxation for a limited period of time.

This prohibition was enacted at the request of the municipalities themselves.

(b) Unless otherwise permitted by the Minister of Municipal Affairs, all municipal corporations must now call for tenders through the Quebec Official Gazette for the sale of their bonds.

This is an important new departure. Municipal bonds were frequently sold at a sacrifice by administrators who did not realize the real value of their bonds or who were not familiar with market prices.

We have good examples of the excellence of this legislation in the recent sales of municipal bonds which have attained as high as 105 for municipalities which would have been delighted to accept part at private sale.

(c) Municipalities must now provide for the payment of improvement works before they can give out a contract for same.

In the past, it had become the custom for certain municipalities to have public works done before any provision was made for the payment of same.

They would, thus, pass a by-law to provide for a loan to pay for the work, and the electors and the Lieutenant-Governor in Council were face to face with the anomaly of having to approve or disapprove of a loan after the money was expended whether they approved of the urgency or the opportuneness of the disbursement.

These are the important features of the law relating to the Municipal Department.

As might be expected in a law of this nature, many questions were raised as to the scope and workings of the Statute, but as its provisions are better understood, its value and purpose are being more and more recognized as time wears on.

A law of such wide scope, involving so many distinctive and important features, could hardly be perfect in operating details in its first draft, and, indeed, not until experience with its operations had developed its practical needs could the best procedure be provided. Some few amendments to facilitate the operations of the law were enacted at the last Session. It is a source of satisfaction, however, that none of the fundamental principles of financing incorporated in this Act have been attacked in any way.

This law has awakened great interest throughout the whole country, and its provisions are being studied in connection with proposed legislation on this subject. While its principal features are not in advance of the best thought, there are but few provinces in which the bond laws incorporate so many of the accepted principles of financing, and I believe that the Legislature which passed the Law contributed much to the credit of our municipalities and to the welfare of our citizens.

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The G. W. V. A. of Windsor, Ont., has passed a resolution condemning the practice of some landlords of discriminating against families which include children. Perhaps soldiers returning from Germany have remarked that this condition does not obtain there. They are naturally indignant at meeting it in Canada.

## BOOK REVIEWS.

## WHAT OF THE CITY?

**WHAT OF THE CITY?** By Walter D. Moody. Price \$2.50. Publishers: A. C. McClurg & Co., Chicago; American Civic Association, Washington, D.C., U.S.A.

It is strange but true that even with all the vast amount of literature that has been published about, and with all the many addresses that have been delivered on the subject of Town Planning, there is yet no clear conception of its full meaning in the minds of too many local authorities. To them we would specially commend Mr. Walter D. Moody's book, "What of the City?" which is full of good ideas well expressed in language understood by the layman.

**52 QUESTIONS ON THE NATIONALIZATION OF RAILWAYS,** by Fabius. Publishers: J. M. Dent & Sons, Ltd., Toronto.

Under the above title the author puts up a very clever case against the nationalization of Canadian railways, and whether one agrees with the questions and answers, both set by the author, or not, the reader has before him a very illuminating presentation of one side of the case.

**POOL, BILLIARDS, & BOWLING ALLEYS,** by John J. Phelan. Price \$1.50. Publishers: Little Book Press, Toledo, Ohio.

The Rev. Mr. Phelan in the above book analyses a phase of commercialized amusement in Toledo, Ohio. In his survey the author shows the danger of the pool room and the bowling alley to the youth of the country, when in the hands of unscrupulous owners. There is no doubt that many of the regular customers of the commercial pool rooms in our cities first learned to play billiards under better conditions—environments—where no harm was seen in the game itself, same as in cards, but which in the hands of a weakling afterwards becomes a curse. The book is well worthy of a place in the library—however small—of every student of social welfare.

**THE CANADIAN PARLIAMENTARY GUIDE,** by M. P. Price, 75c. Publishers: The Macmillans of Canada, Toronto.

The above guide, by Mrs. Parsons, is an excellent manual for the conduct of meetings, written entertainingly for not only those who organize public meetings or societies, but for those who merely attend. This useful little book should be in the hands of every man and woman who belongs to a club or a society—or is member of a municipal council, provincial legislature or the Dominion Parliament.

**WAKE UP, CANADA!** by C. W. Peterson. Publishers: The Macmillan Company of Canada. Price \$2.10, post paid.

In "Wake Up, Canada!" C. W. Peterson, who in his lifetime has done much to build up agricultural Canada, has written a book after our own heart. The eighteen chapters contain enough sane constructive criticism and material, which if acted upon would make this Canada a veritable paradise for the worker—but no place for the hobo, and the parasite. Though essentially a believer in Canada and all her works, he yet hits hard at some of her anomalies, and particularly interesting is his analysis of the government of the country. Mr. Peterson sharply condemns the introduction of Federal party politics into municipal matters. Fortunately in this respect we in Canada are much better off than in the United States. As a matter of fact party politics in purely municipal affairs are non-existent, but when municipal legislation is brought into the Dominion Parliament—as in the Revised Railway Act—loyalty to party or private interests, does in too many cases take precedence over loyalty to municipal welfare.

Like most writers on national subjects, Mr. Peterson, while he recognizes the importance of municipal government which he epitomizes as the "foundation of sound democracy" for "without advanced and efficient municipal government, there can be no lasting national progress" has yet to learn that municipal Canada is an authoritative unit of the Dominion just as much as either the Federal or Provincial parliament and consequently no real constructive work can be brought about unless the three units work together. This fact has been recently recog-

nized by the Dominion in inviting three municipal delegates to attend the Industrial Conference that will be held next September in Ottawa. Outside this little misunderstanding of the official standing of municipal Canada in the State which, in the case of Mr. Peterson, we attribute to his early official career as a deputy minister in the North-West Territories administration, when municipalities in the West were only in the making, with consequently no standing, we strongly recommend "Wake-Up, Canada!" to every municipal student in Canada.—(F. W.)

## DETECTION OF WATER WASTE

## Striking Possibilities Illustrated in a United States Water Works System

The absolute necessity and great value of taking means to detect and control water waste in a water supply system are being more and more clearly demonstrated. The special means now available for this purpose when applied to a system operated as was customary in the past, invariably reveal and locate numerous wastages and losses, allowing these to be easily checked and curtailed.

A striking example of what conditions may exist in other systems is given by a municipality of some 30,000 population in the state of Ohio. A recent survey by professional water savers resulted in the curtailment of the total water pumped by more than one-half. This may at first seem an exaggerated statement but an analysis of the various losses revealed and stopped shows that it is quite within reason.

As is usually the case, the losses were principally due to leakage and illegal consumption. The illegal use detected was very large and practically confined to one consumer, a bottle works, the water being taken through a covered connection to the fire line for the property. The Company disclaimed any knowledge of the connection although it was being used by them regularly for cooling purposes.

The following shows how the daily consumption was reduced:

	Gallons.
Consumption before survey . . . . .	3,932,000
Consumption after survey . . . . .	1,845,000

Decrease . . . . .	1,087,000
The decrease was made up as follows:	

	Gallons.
Leakage detected and stopped . . . . .	392,000
Illegal use stopped . . . . .	895,000
Unaccounted for . . . . .	500,000

The "unaccounted for" decrease of 500,000 gallons was attributed by the experts to the voluntary action of an illegal user who feared detection. That is, it was assumed that another large consumer became aware of the investigations and discontinued the illegal use of water, before detection.

The costs in connection with the above-mentioned survey are also interesting to note. The contract price for the entire work by the experts was \$2,600, while the extra expense incurred by the municipality in connection with the survey is estimated at \$2,600 more. On the other hand, the Company caught using water illegally offered to settle for \$6,700 in payment of the water used, but the municipality is suing them for \$49,000.—L.G.D.

## SILICA SAND IN PORT ARTHUR.

We recently received two samples of fine silica sand from Port Arthur which show very fine grading and as such would make an excellent sand for concrete. Recent tests show that sand is a big factor in concrete, one test of a large dam that had broken down showing the weakness to be in the poor quality of the sand. The cement was of a good quality and the reinforcement sound and yet the dam broke because of the sand. The Port Arthur deposit is near the C. P. Railway, is near the surface and will stand any acid test. What is more to place the sand on the market the owners are asking a low price. Any one of our readers who may be interested can get full information from the Mayor of Port Arthur, Ont.

**INDUSTRIAL COUNCILS.**—Cont'd from page 276.

as stated by Mr. Rockefeller is "a method of representation similar to that suggested in the Whitley Report, though less comprehensive and constructed from the ground up." Joint Committees composed of equal numbers of representatives of the workers and of the company are formed. The representatives of the workers are elected by secret ballot in proportion to their numbers, and no distinction is made between union and non-union men. In this respect it differs from the Whitley scheme where organization is a preliminary to the Constitution of the Council, and where representatives are nominated by Trade Unions.

"It is stated that 'the employees through their representatives chosen from among themselves, are in constant touch and conference with the management and representatives of the stockholders in regard to matters pertaining to their common interest.'

The employees have the right to appeal for redress of any grievance to their own representative on the council, with further right of appeal to the higher officers of the company, or the president, and finally to the industrial commission of the State, the State labor board or a committee of arbitration.

Mr. Rockefeller states that some of the results secured from the plan are:—

**First**—Uninterrupted operation of the plants and continuous employment of the workers resulting in larger returns for both Capital and Labor.

**Second**—Improved working and living conditions.

**Third**—Frequent and close contact between employees and officers.

**Fourth**—The elimination of grievances as disturbing factors.

**Fifth**—Goodwill developed to a high degree.

**Sixth**—The creation of a community spirit.

Mr. Rockefeller writes further of the plan, "Here, then, would seem to be a method of providing representation which is just, which is effective, which is applicable to all employees, whether organized or unorganized, to all employers whether in associations or not, which does not compete or interfere with existing organizations or associations, and which, while developed in a single industrial corporation as a unit, may be expanded to include all corporations in the same industry and ultimately all industries."

Some Trade Union leaders have made the criticism of this plan that, whilst not openly discouraging trade unionism, it does not make organization the preliminary of the council, and that, as a consequence, membership of unions may dwindle with a resulting loss of strength among the workers when this strength may be required to enforce their demands. Of this plan, Mr. Sambrook, the Secretary of the Trade and Labor Council of Regina stated before the Royal Commission on Industrial Relations "The Rockefeller plan, which seems to meet with the approval of the Canadian Reconstruction Association, which Associations designs seem to have been embodied in your Commission, insist upon what is known as the open shop, and this practice, organized labor does not care to consider, Industrial Councils will contribute nothing toward a solution of the unemployment problems, but, on the contrary, by promoting efficiency and assisting toward greater production with less labor, they will actually tend to aggravate the problem. But," continued Mr. Sambrook, "we believe these works committees will serve a useful purpose in enabling workmen to become familiar with the operating problems of their plants and in training them to qualify for eventual management of the industry."

It is difficult to foresee what might develop from the "Colorado" plan, but it is not impossible that the workers in different trades becoming accustomed to co-operate in the election of representatives might, in case of a disagreement with their employers, form an industrial union of all the workers in the plant as opposed to craft or trade unions as already in existence.

Should the plan result in the weakening of Trade Unionism without any corresponding development of Industrial Unionism, serious trouble would eventually develop because the weakening of the power of the workers through abstention from Unions of some kind might lead to unfair treat-

ment by the owners and later to a rebellion of the workers with serious results.

Mr. John Leitch in his book entitled "Man to Man" (B. C. Forbes Co., New York), describes his plan, which he calls Industrial Democracy, as follows: "The organization of any factory or other business institution into a little democratic state, with a representative government which shall have both its legislative and executive phases."

The plan which is in operation in more than twenty plants is based upon the constitution of the United States. The complete organization consists of a Cabinet, a Senate and a House of Representatives. The Cabinet consists of the executive officers of the company. It is primarily an executive body. It has the power to vote, but Mr. Leitch states that he knows of no case where the power has been exercised. The Senate also is not elective. It is made up of the under-executives, department heads, and sub-foremen. The House of Representatives is the popular body of the Government, being elected by secret ballot by the whole body of workers.

Every measure to become law must pass both the Senate and the House, and must be approved by the Cabinet. The Senate and the House of Representatives may initiate legislation of themselves but if the Cabinet wishes to be done it makes a suggestion in a message to the Senate or the House in the same manner as is done by the President of the United States, but it is not obligatory that the suggestion should be adopted.

The business policy set before the workers in justice, economy, energy, co-operation and service, and they benefit financially by receiving 50 per cent. of the saving of the cost of production.

Mr. Leitch claims that the institution of Industrial Democracy has in every case brought at least five changes:

- (1) An increase in production.
- (2) A decrease in the cost of production.
- (3) A decrease in the labor turnover.
- (4) A reputation throughout the community as a desirable place to work in, and consequently a greater ease in hiring men.

- (5) An immunity from strikes and other labor troubles.

The increase in production has varied from 30 per cent. to 300 per cent. The Atlantic Refining Company, of Cleveland, increased production by 74 per cent., the Keynes Company (makers of blouses), by 34 per cent. with shorter hours, the Printz-Biederman Company (garment makers), increased production nearly 50 per cent. turning out better garments at a lower cost, at the same time increasing wages and decreasing hours. The American Multigraph Company increased production by more than 40 per cent.

The workers in one plant where 900 foreigners were employed decided that notices should be printed in English only and asked the company to provide classes to enable these Persons ignorant of the language to acquire it.

The results of co-operation recorded in "Man to Man" are astonishing and form a strong argument for the adoption of some form of democracy in industry.

When compared with the Whitley Industrial Councils the same criticism made of the "Colorado" plan may also be applied to the Leitch plan.

## D

The Shop Committee movement is spreading in the United States with the assistance of the National War Board. It consists of joint committees of equal numbers of representatives of employers and employed. Many large organizations such as the General Electric Company at Lynn, Mass., and the International Harvester Company have adopted the plan which has worked with considerable success. Twenty Quaker employers in Gt. Britain in outlining their industrial programme several months ago recognized the right of labor to organize, to bargain collectively with the employer, and to participate in the industrial part of business management. Mr. Edward Cadbury of Bournville, has also suggested that capital should have a fixed remuneration in accordance with the risks it runs, the balance of the profit to be apportioned between three parties: (a) Labor and Management; (b) Capital; (c) the State.

This plan, so far as it goes, shares very largely in the merits of the Whitley Industrial Councils provided that steps are taken to maintain and develop trade union organizations. Its main defect is that it is restricted to the shop, and that mutual decisions on any large scale could not be arrived at, or if arrived at, could not be carried out because of the lack of means for securing similar decisions

## INDUSTRIAL COUNCILS.—Continued.

ir other like industries. The Whitley scheme meets this criticism by providing for district and national councils which would co-ordinate policy.

## Conclusion.

Industry throughout the world is passing through a critical period. The workers demand a radical alteration in the method of its operation. The difficult question for which a solution must be found is how much of their claim shall be conceded in order to avoid a development which by being too rapid, may effect destruction in industry rather than evolution. The Trade Union Memorandum as already quoted recognizes that "the changes involved in this Reconstruction must, of course, be gradual."

Judging from the experience of other countries, the minimum concession that will be acceptable to the workers will be joint control, which, incidentally, is likely to increase the efficiency of industry.

In choosing a plan of Joint Control in North America, it is well to keep in mind that any scheme which may weaken the power of labor through lessening the interest in organization, will eventually lead to a reactionary attitude on the part of some employers. This will in turn result in an upheaval in industry bringing far more revolutionary and destructive results than the evolutionary measures now being adopted in Great Britain. Therefore, so far as conditions in this country will allow, it would seem wise to approach as nearly as possible to the principles of the Whitley scheme, but if such a scheme cannot immediately be put into operation, its eventual operation should be provided for in any preliminary organization that may be undertaken.

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**NOTE:**—Copies of those works marked "X" and of other works dealing with Reconstruction can be secured from the Canadian National Reconstruction Groups, 201 Coristine Building, Montreal.

None of the presidents of the United States has been more versatile than Thomas Jefferson. Jefferson was an architect of no mean ability. His plans were used in the construction of many buildings. A reader of the former president's correspondence has discovered that he condemned the wooden shingle roof nearly one hundred years ago. In a letter written to explain his plans for a court house, he said: "I would advise you to cover with tin instead of shingles. It is the lightest and most durable covering in the world. We know that it will last one hundred years, and how much more we do not know. The tin and putting on cost 15d. a square, and we were asked here 10d. a square for heart pine shingling. All our buildings except one are covered with tin."

## ROAD TAX ON GASOLINE.

The Editor,

Several months ago, while sitting at lunch in the hotel at St. Catharines, Ontario, I got talking with a stranger about good roads and the means of raising money for them. He suggested that a tax on gasoline used in motor vehicles would be the most equitable means of raising funds. A little later, in looking through my files of literature on paving and road making, I ran across an article by Mr. Clifford Richardson, written many years ago, in which he discussed the same matter.

**The Wheel Tax:** Some months past, I wrote an article suggesting the "Wheel Tax," which was published in the *Canadian Municipal Journal*. There is some analogy between the wheel tax and the gasoline or fuel tax, as both try to secure the money from the service they receive.

**The "Gas" Tax** An annual tax on the "wheel" would not take into consideration how much the vehicle having the wheel was used during the year; while a tax on the "gas" would be in direct relationship to the actual use on the road. The more a vehicle is operated, naturally, the more gas it requires; also, the heavier the vehicle, the greater amount of gas it consumes per mile. Therefore, a tax on gas would most equitably compensate for the destructive use of the road by the owner of the vehicle.

**The Difficulty:** The "gas" tax would, of course, present some difficulty. Means would have to be found for taxing vehicles not using gas; and there would surely be other flies in the ointment. One of these would be the necessity of the province or state carefully supervising the distribution of gasoline to users of road vehicles.

**The Necessity:** As the matter of raising money for road improvements seems to be the great stumbling block in the way of "good road" management and construction, it seems to me that this is a very vital issue to-day. I would like to see a much more exhaustive discussion on the subject of taxation for good roads than we have yet had.

Very truly yours,

C. E. MULLEN,  
Director of Paving Department.  
Milton Hersey Co., Ltd.

## CLEAN THE SLUMS.

Don't forget health work in the slums, for "a better housing scheme" is not an immediate cure-all for this disease of modern town life.

We cannot clear people out of the slums at once but we can create the desire on the part of the slum-dweller for cleaner and more healthy surroundings. The great field for work here must not be forgotten or passed over. A house is like a garment; it may be old but it can and should be clean. It is the duty of the health authorities to see that every home and its environment are clean. All this work is preparatory for the better housing scheme, for large numbers of our people are as yet unprepared for the new surroundings which the future has in store for them.

## MENACE OF THE TRASH PILE.

"Mobile fire-swept, and 1,500 people homeless. Trash pile origin of \$500,000 property damage." Thus read the newspaper headings of a despatch describing a destructive fire, which ought never to have happened.

From one side of Canada to the other, the sort of carelessness which provokes similar destructive blazes is to be encountered. Only one thing is lacking, a glowing match, cigar or cigarette stub or a spark from a chimney, and the favourable conditions for a big fire lead to disastrous results.

How close some of our towns and cities are to a conflagration is not recognized by those responsible for public safety. Any minute, day or night, piles of trash dumped in yards and vacant spaces may provide the initial blaze that will wipe out our home, our workshop, or perhaps the lives of our family.

Is it too much to ask of our people that the dangerous trash pile, composed of packing boxes, waste paper, cotton rags, etc., be removed and that such material be no longer permitted to accumulate?

## Municipal Finance

### COLLECTIONS OF TAXES

Commissioner Bradshaw, of Toronto, in a Report to his Council on the Collection of Taxes Made some Interesting and Instructive Comments, as follows:

It is pleasing to report that notwithstanding that the taxes collectible in 1919 were \$19,462,297, as compared with \$20,267,727 in 1918 (a decrease of \$805,430), due to the reduction of two mills in the tax rate, and that the date fixed for the payment of the first instalment was eight days in advance of that for 1918, the amount collected this year at the first instalment, was only \$101,035 less than that collected at the corresponding period in 1918—the figures for 1919 being \$11,830,793, as compared with \$11,931,828 last year, while the percentage is, perhaps the greatest in the history of the City, namely, 60.79 per cent. of the whole, compared with 59 per cent. in 1918, or an increase of approximately 2 per cent.

#### Taxes Collectible in 1919

The distribution of the \$19,462,297 of taxes collectible this year in three instalments, is as follows:—

1st. 6th June . . . . .	\$9,158,552 or 47.06 per cent.
2nd. 6th August . . . . .	6,174,938 or 31.73 per cent.
3rd. 6th October . . . . .	4,128,807 or 21.21 per cent.
	\$19,462,297      100.00 per cent.

#### First Instalment Collection

It will be noted that although 47.06 per cent. of the 1919 taxes was required to be paid at the first instalment period, yet 60.79 per cent. was collected or 13.73 per cent. more than was actually due at that time. This splendid response was undoubtedly the result of the prosperous conditions of our citizens, and of business generally throughout the City, and also, to the increasing tendency on the part of the taxpayers to take advantage of the discount allowed (practically at the rate of 7 per cent. per annum), for payment in full at the first instalment period.

It is also believed that the plan adopted this year for the first time, of mailing tax bills instead of delivering them by hand, has assisted in the more prompt collection especially of the business and income tax. It is proposed to continue this system, inasmuch as it has been found that it eliminated a great many claims of non-delivery of bills, and afforded the collectors more time to devote to the collection of arrears, since formerly delivered by hand engaged their time for not merely days, but weeks, whereas the dispatch by mail is carried out within the period of three days.

The special effort put forth to encourage citizens to remit their taxes by mail, also assisted the collectors substantially in handling more easily at the wickets the large numbers who, notwithstanding repeated warnings, left payment off until the last day, and consequently suffered unavoidable delay and inconvenience.

#### Business and Income Tax

Since the plan of collecting the business and income taxes in one payment, with the first instalment of taxes, was adopted, the heavy losses which have heretofore been experienced through failure to collect such taxes have been substantially diminished. Even so, important losses still ensue, through the removal of change of circumstances of those assessed, and it is, therefore, again urged that the suggestion heretofore made, namely, that such taxes be collected in the same year in which the assessment is made, and not in the year following, should be put in practice. While it is recognized that difficulties may be encountered through the putting into effect of this plan, yet it is submitted that they could be surmounted, and the heavy yearly losses thus minimized.

#### Overdue Taxes—Those Due Prior to 1919.

The only tax rolls outstanding in the collectors' hands are those for the year 1918, representing taxes due in the year, and the change recently made in having the rolls more promptly returned, and the improved system adopted for the collection of arrears, have proved beneficial. At the close of June, the overdue taxes (exclusive of those for 1919), amounted to \$2,245,439, of which amount \$1,669,063 is arrears due in 1918, and the balance, \$576,376, taxes due in years previous to 1918. This large sum represents revenue which should have been received in the years in which the taxes were due, in order to meet expenditures

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### MUNICIPAL RAILWAY PAYS

According to the statement of operating revenue and expenditures for the month of April, 1919, the San Francisco Municipal Railway not only paid expenses, but turned the usual neat profit to the Municipal Railway Funds. The total receipts for the month were \$220,140.36 and the total expenditures, \$153,931 and excess of receipts over expenditures was \$65,037.54. This surplus provided for an allotment to the railways depreciation fund of \$38,993.74, which is 18 per cent. of the gross passenger revenue; \$2,188.08 to the Injury Insurance Fund, and also interest on outstanding bond at the monthly rate to the amount of \$20,254.03. The remaining profit totaled \$3,601.69.

This successful month showing was made in spite of the wage increase made early in the month. The wages of all employes now are substantially higher than those paid by the competing privately owned railways of San Francisco. The customary fare of 5 cents has not been changed.

authorized and incurred in those periods, and its non-receipt necessitated temporary borrowings to an extent greater than would have been required if payments had been promptly made. A large part of the unpaid taxes is applicable to unoccupied lands, and it is hoped that as a consequence of the important residential and other building operations which have recently been inaugurated, a substantial proportion of this class of arrears will shortly disappear.

### THE CITY OF EDMONTON

The City of Edmonton, Alta., is to be congratulated on its financial showing for the year ending Dec. 1918. City Controller Mitchell in presenting the annual report emphasized the reduction of the Funded Debt as follows:

Amongst the salient features of the past year's administration may be mentioned a further reduction in the Net Funded Debt from \$21,556,948.67 in 1917 to \$20,649,420.72; and in Current Loans from \$5,934,012.03 to \$5,576,550.32; a surplus of \$30,194.95 on General Revenue Account; a Net Surplus of \$14,274.90 on the combined operations of the Civic Utilities; a Reserve of \$335,731.71 provided against uncollectible Tax Arrears; and the centralization of the work of invoicing and collection of accounts in connection with the various Utilities.

#### Civic Utilities

In its Public Utilities, Edmonton has been successful during the year, turning a net deficit of \$17,076 for 1917 into a net surplus of \$14,274, or a net improvement of \$21,351 for the year, and this notwithstanding the increase cost of operations. The Edmonton Utilities owned by the City includes Waterworks, Telephone, Street Railway and Electric Light and Power.

### SOME DON'TS FOR REALTY BUYERS

#### Things to Avoid in Buying Land

The following are a number of "Don'ts for the benefit of buyers of real estate:

1. Don't buy a land for speculation, but for use.
2. Don't be misled by the fallacy that of necessity it is better to be a landlord, with a mortgage hanging over your head, than a tenant.
3. Don't buy a bare lot in instalments or with borrowed money, unless you have reasonable expectations that you will have sufficient capital to erect a home in the near future.
4. Don't expect to get a loan from the Government, or from any other source, to build a house unless you have enough at least to pay for the lot on which to build it.
5. Don't imagine that land always increases in value even in the city, or that even if it does increase, the tax collector will allow you to get the benefit of it.
6. Don't buy a lot on which to build a house unless you have some security that houses as good as your own will be built upon the adjoining land.
7. Don't be carried away with the idea that land is worth more to you if you have the right to do with it as you like, as this means that your neighbor will have the same liberty to use his lot as he likes. If you do not do something on your lot to injure his property he may do something on his to injure yours.
8. Don't buy land having no local improvements without calculating that it will cost you \$10. per foot front, more or less, to make it fit for use for residential purposes. Even if the city does the work and charges for it as an improvement tax, you have to pay.
9. Don't buy water-logged land or land with heavy clay sub-soil or land which is not provided with sewers and water mains, unless you are certain that these can be provided at reasonable cost whenever you want them.
10. Don't think that because land fronts on a car line, it is therefore a "sure" site for a store or is more valuable than land not fronting on a car line. It may be worth less for that very reason.
11. Don't pay more for your lot than one-tenth of what you expect to spend on building your house.
12. Don't pay more for a lot than half the price you think it is worth for a house-site if you will not be ready to build on it in less than six or seven years.—T. A.

## The Province of Quebec and its Municipalities

Under the title of the "Province of Quebec and its Municipalities," Messrs A. E. Ames & Co., have just published an excellent little book by Mr. J. B. How, the Montreal manager of the firm. The work is in one sense a continuation of a brochure written by Mr. How in 1917, but while the first gave some excellent suggestions to the municipalities of the French-Canadian province the present book is evidently compiled to show the splendid standing of Quebec municipals to the outside world. . . That such a book is wanted at this time is evidenced in the lack of knowledge, on the part of American investors of Quebec municipalities and their financial standing. During war time Quebec municipalities were easily taken up by its own citizens, but now that the war is over and the American and British markets are looking for good and safe investments the opportunities offered by municipal Quebec should be presented in a way that will give confidence to the investor. The fact that the compilation is taken in large part from official documents is sufficient indication of the authoritativeness of the book, while the conservatism and fairness of the review is guaranteed in the fact that the publishers are a responsible firm of financiers. Referring to the municipal department in the Preface, Mr. How says:—

"Most important legislation governing Municipal and School Loans has been enacted since March 4th, 1918, when the Department of Municipal Affairs was created.

The Department of Municipal Affairs, under the able administration of the Honourable Walter G. Mitchell and his Deputy, Mr. Oscar Morin, with recent Legislation, is designed to insure that all financing will adequately safeguard the investor and the issuing corporation alike. The excellent work of this Department convinces us that municipal finance in the Province of Quebec is being conducted on a safe and sane basis."

To show what safeguards are provided by the present Municipal Act against maladministration of borrowed money by Municipal and School authorities, the author gives a number of extracts from the Act itself, together with marginal notes which explain very clearly what would otherwise not be understood by the layman; though it should be said here, the Municipal Act of Quebec under which the Municipal Department was established is written in simple language in comparison with much of the municipal legislation enacted in some of the other Provinces in Canada, and in some of the States of the Union to the South.

### School Loans.

A separate chapter is given to school loans, which in Quebec, being separate from purely municipal loans, is a large item in the financial administration of the Province. Mr. How says in part:—

Probably no class of security is less understood by the general investing public than Bonds issued by School Municipalities in the Province of Quebec, and we hope that the following remarks may be of interest and promote a better appreciation of these securities.

The entire Public School organization of the Province of Quebec is under the immediate control of the

Department of Public Instruction, which is under the Provincial Secretary. The Education Act (Title V.R.S.Q. 1909 and Amendments) and the Regulations of the Catholic and Protestant Committees serve as its guides and it has to see that the School Municipalities conform to them.

The Province of Quebec has Separate Schools—Catholic and Protestant. No Catholic is obliged to send his children to a Protestant School, nor to contribute any of his money to its support, and vice-versa for Protestants. Each group of ratepayers belonging to the same religion organizes its own schools, engages its own teachers and taxes itself for their support. In addition to the direct tax on the proprietors of a School Municipality, subsidies are voted by the Legislature, and joint-stock companies (even though exempt from ordinary Municipal taxes) must pay a school tax. These subsidies and taxes from industries are distributed between the Catholic and Protestant School Boards of a Municipality in proportion to the number of pupils enrolled in the previous year.

School corporations cannot contract loans without the authorization of the Lieutenant-Governor in Council, granted on the recommendation of the Superintendent of Public Instruction.

The Superintendent of Public Instruction does not recommend a loan for the approval of the Lieutenant-Governor in Council until he is satisfied that all legal formalities have been complied with.

The amounts destined to the Sinking Fund must suffice to pay, with the interest accrued every year, the whole of the capital at maturity. The Sinking Fund must be deposited every year at the Treasury Department in Quebec, which honours the instalments due at the required dates unless the Lieutenant-Governor, in the recommendation of the Minister of Municipal Affairs, allows the school board to otherwise dispose of the same.

The Provincial Treasurer pays interest at the rate of three and a half per cent (3½ per cent) yearly on moneys deposited with his Department for the Sinking Fund.

The sums of money deposited with the Provincial Treasury Department are not liable to seizure except in favour of the lender upon a judgment of a competent court.

To bring his subject down to pros and cons, Mr. How immediately follows the above information by a series of questions which are answered by Mr. Waldo W. Skinner, K.C. This rather unique way of dealing with such an important subject is more than admissible. It is to be commended, for it cuts away all generalities and gets to the point at once, particularly when the legal adviser is a master of his law. In closing, the author pays tribute to the Statistical Year Book of the Province from which he get much of his data.

As an indication of the standing of the Province of Quebec, which in reality is at the back of all new municipal loans, the following comparative financial statistics of the Provinces of the Dominion of Canada make interesting reading:

	Area Popula- tion.	Total Square Miles.	Funded Debt.	Debt per Capita.	Net Debt per Capita.	Net Debt Revenue.	Expenditure.
Province.							
Alberta . . . . .	529,000	255,285	\$31,500,200	\$59.54	\$16,246,149	\$30.71	\$9,527,424 \$8,303,806
British Columbia . . . . .	392,480	355,855	27,751,936	70.25	23,362,652	59.53	8,882,846 8,073,565
Manitoba . . . . .	613,000	251,832	35,870,870	58.51	14,623,802	23.86	7,631,598 7,308,680
New Brunswick . . . . .	351,889	27,895	1 18,163,089	51.62	11,167,929	31.74	3,092,211 3,665,283
Nova Scotia . . . . .	492,338	21,428	13,362,706	27.14	12,874,426	26.15	2,304,076 2,849,842
Ontario . . . . .	2,523,274	407,262	75,645,917	29.98	74,554,055	29.55	19,270,123 17,460,404
Prince Edward Island . . .	93,728	2,184	818,000	8.72	673,767	7.18	501,293 523,617
Quebec . . . . .	2,380,042	703,653	39,827,769	16.73	38,015,654	15.97	13,806,390 11,423,497
Saskatchewan . . . . .	733,660	251,700	29,990,906	40.88	16,831,291	22.94	8,274,465 6,884,534

NOTE:—The Total Funded Debt shown above does not include Bonds guaranteed by the various Provinces, of which the Province of Quebec has outstanding only \$4,015,500.

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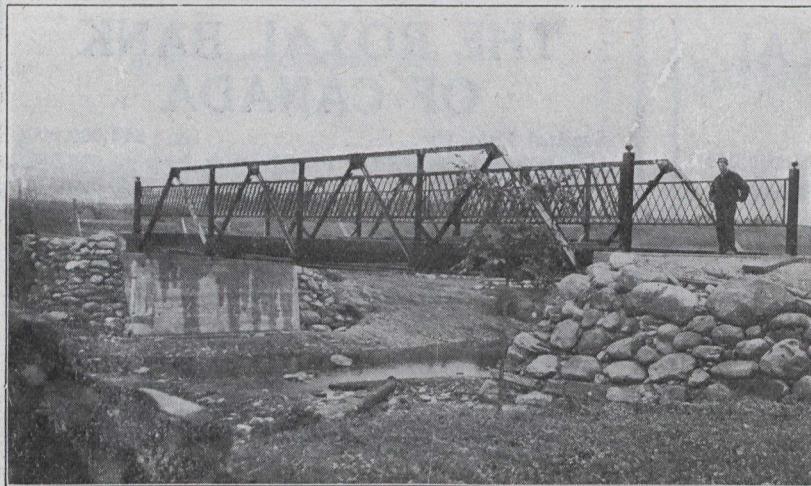


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