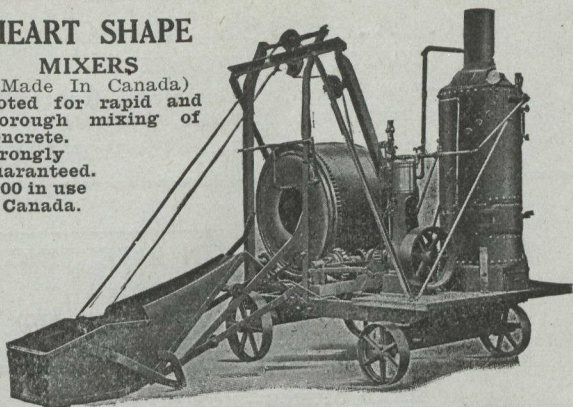


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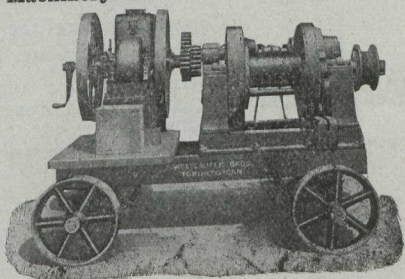
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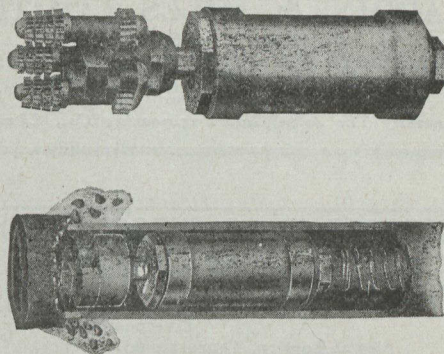
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45TH ANNUAL REPORT

For the Year Ending November 30th, 1916.

BANK OF HAMILTON

As submitted to the Shareholders at the Annual Meeting held at the Head Office of the Bank at Hamilton, on Monday, January 15th, 1917.

BOARD OF DIRECTORS.

SIR JOHN HENDRIE, K.C.M.G., President. CYRUS A. BIRGE, Vice-President.
 C. C. DALTON ROBERT HOBSON W. E. PHIN
 I. PITBLADO, K.C. J. TURNBULL W. A. WOOD
 J. P. BELL, General Manager.

PROFIT AND LOSS ACCOUNT

Balance at Credit of Profit and Loss Account, 30th Nov., 1915.....	\$ 175,821.53
Profits for the year ended 30th November, 1916, after deducting charges of management, interest accrued on deposits, rebate on current discounts, and making provision for bad and doubtful debts	442,525.69
	<u>\$618,347.22</u>
Appropriated as follows:	
Four quarterly dividends, in all 12%	\$360,000.00
Pension Fund, Annual Assessment. \$ 8,790.65	
Special Contribution	10,000.00
	<u>18,790.65</u>
War Tax on Bank Note Circulation	30,000.00
	<u>\$408,790.65</u>
Balance of Profits carried forward..	\$209,556.57

Cheques on other Banks.	2,337,085.36
Balances due by other Banks in Canada	119,399.63
Balances due by Banks and Banking Correspondents elsewhere than in Canada.....	439,409.74
	<u>\$10,312,953.66</u>
Dominion and Provincial Government Securities, not exceeding market value	569,458.46
Canadian Municipal Securities, and British, Foreign, and Colonial Public Securities, other than Canadian	6,635,336.88
Railway and other Bonds, Debentures and Stocks, not exceeding market value	641,982.10
Call and Short loans (not exceeding thirty days) in Canada, on Bonds, Debentures and Stocks	3,844,635.08
	<u>\$22,004,366.18</u>
Other Current Loans and Discounts in Canada (less rebate of interest)	31,995,961.60
Real Estate other than Bank Premises	485,605.86
Overdue Debts, estimated loss provided for....	178,194.68
Bank Premises, at not more than cost, less amounts written off...	2,042,595.55
Other Assets not included in the foregoing.....	336,889.76
Liabilities of Customers under Letters of Credit as per contra.....	119,730.83
	<u>\$57,163,344.46</u>

GENERAL STATEMENT. LIABILITIES.

To the Public:	
Notes of the Bank in Circulation.....	\$ 4,409,351.00
Deposits not bearing interest	\$10,927,818.79
Deposits bearing interest, including interest accrued to date of Statement	34,470,355.27
	<u>45,398,174.06</u>
Balances due to other Banks in Canada.	31,799.58
Balances due to Banks and Banking Correspondents elsewhere than in Canada and the United Kingdom...	604,135.42
Acceptances under Letters of Credit..	119,730.83
	<u>\$50,563,190.89</u>
To the Shareholders:	
Capital Stock paid in.....	\$ 3,000,000.00
Reserve Fund \$3,300,000.00	
Balance of Profits carried forward	209,566.57
	<u>\$ 3,509,566.57</u>
Dividend No. 110, payable 1st December, 1916	90,000.00
Former Dividends unclaimed	597.00
	<u>\$ 3,600,153.57</u>
	<u>\$57,163,344.46</u>

ASSETS.

Current Coin. \$ 860,142.93	
Dominion Government Notes	4,462,261.00
	<u>\$ 5,322,403.93</u>
Deposit in the Central Gold Reserves	1,500,000.00
Deposit with the Minister of Finance for the purposes of the Circulation Fund	157,000.00
Notes of other Banks...	437,655.00

Other Current Loans and Discounts in Canada (less rebate of interest)	31,995,961.60
Real Estate other than Bank Premises	485,605.86
Overdue Debts, estimated loss provided for....	178,194.68
Bank Premises, at not more than cost, less amounts written off...	2,042,595.55
Other Assets not included in the foregoing.....	336,889.76
Liabilities of Customers under Letters of Credit as per contra.....	119,730.83
	<u>\$57,163,344.46</u>

JOHN S. HENDRIE, President. J. P. BELL, General Manager.

AUDITORS' REPORT.

In accordance with the provisions of Sub-sections 19 and 20 of Section 56 of the Bank Act, we report to the Shareholders as follows:

We have examined the above Balance Sheet with the books and vouchers at Head Office, and with the certified returns from the Branches, and we have obtained all the information and explanations we have required, and in our opinion the transactions which have come under our notice have been within the powers of the Bank.

We have checked the cash and verified the securities of the Bank at the Chief Office, and at several of the principal Branches during the current year, as well as on November 30th, 1916, and have found that they agreed with the entries in the books of the Bank with regard thereto.

In our opinion the Balance Sheet is properly drawn up so as to exhibit a true and correct view of the state of the Bank's affairs according to the best of our information and the explanations given us, and as shown by the books of the Bank.

C. S. SCOTT,
 E. R. READ,
 Auditors,
 Chartered Accountants.

Hamilton, 18th December, 1916.

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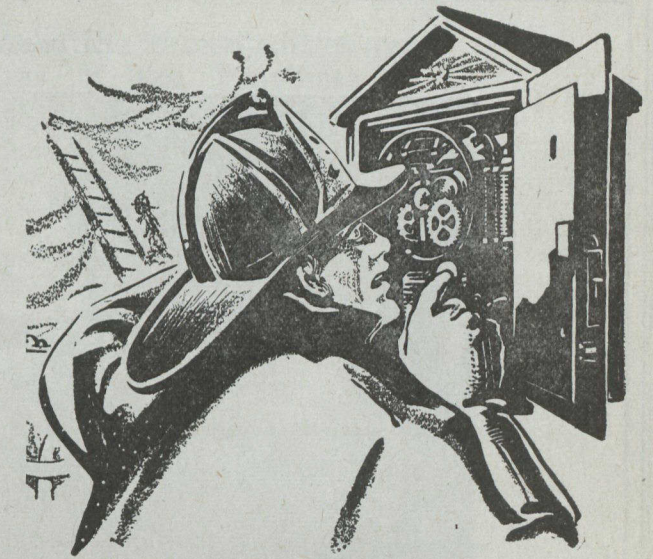
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THE CANADIAN MUNICIPAL JOURNAL

"Preparedness Propaganda of the Municipalities and Civic Industrial Development of the Provinces of Canada."

LEST WE FORGET

When war broke out the industrial conditions of this country became so bad that throughout the winter of 1914-15, and right up to Canada receiving her munition orders from the Imperial Government, the unemployed army of Canada was the biggest in her history; so much so that it became a national danger. In the West in particular the city halls were besieged by men and women clamoring for work to enable them to keep from starving, and the Mayors were compelled to go to Ottawa to bring home to the Federal Government the seriousness of the situation.

At that time of stress the citizens looked to the local authorities to solve the problem of unemployment.

Happily the big orders for munitions saved the situation which was about as distressing to thousands and thousands of Canadian families as it is possible to conceive.

But the munition industry is only a temporary industry, which will cease when the war is over. **What then?**

The answer is obvious unless preparation is made right now to meet the situation that will be more serious when peace does comethan at the beginning of the war, for the particular reason that added to the army of out-of-works there will be over 200,000 returned soldiers. **The citizens will again look to the local authorities to provide them with work.**

Hence our **propaganda** which is the outcome of the convention of the Union of Canadian Municipalities, recently held in Montreal.

Having given our reasons for entering into the field of preparedness we will state briefly the propaganda itself.

The propaganda is a serious attempt to place into the hands of the Municipal Councils, Boards of Trade, etc., the machinery by which they can best develop their local industries.

The development of her natural resources is the best safeguard of Canada to meet the world-wide economic pressure that will be a consequence of this war, and the work of the propaganda was initiated to find out how these resources can be best utilized for the people. With that idea in view we have divided the whole of Canada into zones—or districts—in which the mineral, timber, fish and agricultural resources of each will be shown—how they can be best developed for the benefit of the district in particular and the country as a whole.

It is not proposed to publish the mass of detailed information that will be gathered in the course of the investigations, only just sufficient in each case to illustrate very broadly the wonderful opportunities lying right at the door of every municipality, be it rural or urban. In addition some special examples will be given of the enormous sums of money lost to Canada each year in those industries essentially indigenous to the country, with the hope that in the creation of new industries this money will be saved to Canadian work-people and those who are optimistic enough to put up the necessary capital.

Of course there are other factors to be taken into consideration—transportation, markets, etc.—in the material development of a district, and these will be placed in the order of their importance before the Municipalities. And here we might say that in the preparation of the propaganda we are receiving the practical support of the best men in Canada on their special subjects, and that practically the whole of the statistical departments of the government have not only been placed at our disposal, but the heads themselves are taking a keen and practical interest in the work.

How far successful the propaganda will be in the development of material Canada is hard to say, but of one thing we are very certain, and that is the municipal councils are keenly sensible of their responsibility in the well being of the people of their respective communities and any concrete plan such as ours that will help them to eliminate unemployment will be welcomed. Our propaganda will at least give municipalities a line on the opportunities at their door.

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Proceeds of this stock are for war purposes only.

A commission of one-quarter of one per cent will be allowed to recognized bond and stock brokers on allotments made in respect of applications for this stock which bear their stamp.

For application forms apply to the Deputy Minister of Finance, Ottawa.

DEPARTMENT OF FINANCE, OTTAWA
OCTOBER 7th, 1916.

THE CANADIAN MUNICIPAL JOURNAL

A REVIEW OF CANADIAN CITIZENSHIP

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Published Monthly by

The Canadian Municipal Journal Co., Limited

HARRY BRAGG
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Editor

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Vol. XIII

FEBRUARY, 1917

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Municipal Conventions

From time to time during the last year the question of delegates' expenses has been brought to our notice—municipal engineers to the Good Roads Congress; public health officers to the Public Health Convention; mayors, aldermen and officials to the conventions of the Union of Canadian Municipalities and the Provincial Unions. We find that quite a number of officials have had to pay their own expenses, though the information gained at these conventions could not help but be of inestimable value to their respective communities. We would point out to those councils who have been so shortsighted as to discourage the attendance of representatives, because of the small cost, that they were depriving the citizens of the benefit of the experiences of the best men in municipal affairs. We were told by one of the most able municipal men on this continent that the papers and discussions of the municipal conventions held in Canada during 1916 were equal in practical value to anything given in any other part of the world. They were an up-to-date education. It is true that this Journal published full reports of the principal conventions, but those seeking special advice for their particular community, got it in conversation with those most qualified to know, and this can only be done by personal attendance.

We need hardly remind the councils of 1917 that civic government to-day is very different to that of yesterday. With our rapidly increasing population, our higher standard of living with its greater demand for good sanitation and better streets, together with a growing expectation of the greatest efficiency in civic administration, no Canadian council can afford to lose the least opportunity to get thoroughly acquainted with the latest civic experiments. This first hand knowledge can best be gained by attending such conventions as we have named and would certainly repay many times the small expense incurred.

This brings us to our next suggestion.

Union of Canadian Municipalities.

If it is necessary that the councils pay delegates to attend civic conventions it is even more so that

they pay towards the expenses of securing the conventions. We refer in this particular to the Union of Canadian Municipalities, which organization has done so much, not only to protect the rights of the citizens from the inroads of the franchise sharks but to raise the standard of civic government in Canada. This has meant much anxious thought and labor and has only been made possible by the self-sacrificing civic spirit of a few good men and the contributions of a few municipalities—too few—though every municipality can claim the help of the Union, as many have who never contributed a cent towards its upkeep; neither before nor since the help was given.

Last year the income of the Union was the smallest in its history of fifteen years, while the demands on its legislative, and most expensive, committee were greater than ever. While it is true that economy has been the slogan of the councils since the outbreak of the war, we are emphatic in stating that the cutting out of the contribution to the U. C. M. is false economy, because the Union is the best insurance that municipal Canada has. Its very existence is a real assurance to the citizens that their autonomous rights are being protected.

Practically all utility franchises are secured by Federal legislation, not Provincial, and we would say that had it not been for the Union of Canadian Municipalities municipal Canada would long ago have been the plaything for the vested interests, the citizens paying the bill. In fact, it was an attempt to trample down the rights of a municipality that started the Union. It is only by the continual vigilance of the executive who examine closely every railway, telephone or other utility bill brought before the Federal parliament each session that the rights of the municipalities affected are safeguarded, and well the franchise grabbers know it. A single municipality, however big, would never have a chance to successfully combat any inroads into its rights. It would have the questionable privilege of paying the parliamentary lawyer's heavy fees only. So why refuse to meet the very moderate demands of the financial secretary of the Union.

Another Form of Civic Administration in Canada

A very interesting report, which is printed on another page, was recently presented to the Guelph City Council by a special committee appointed to investigate different forms of municipal administration with the idea of improving the present system. After examining the working of every known system the report recommends the English form of Councillors, Aldermen and Mayor, the latter two being elected by the Council. The principal reason given is that the real work of the English Council is done by committees to which the permanent officials are summoned, these men having a "steading" influence on the discussions, and considerable effect on the decisions. But the report does not give the reasons for this "steading" influence, which principally is that the permanent officials are directly responsible to the Local Government Board, (a department of the Imperial Government), for the working of their departments; so much so that they call themselves civil servants, the effect of which is that any advice given to the committees will be checked by Local Board specialists in their own line. The double responsibility to the Council and the Local Government Board naturally make municipal officers careful in their advice.

When the United States and Canada adopted the the English principle of local government—Mayor, Council and Committees—neither country adopted the system of well adjusted checks, which in the Old Country, as already suggested, is represented primarily in the Local Government Board. Consequently all kinds of abuses cropped in. In the United States, in many of the cities, they have tried to remedy this by changing the system to commission or manager form, with varying results. In Canada, too, other systems have been successfully tried where the personnel has been of the right material. Now the great advantage of the English system in its entirety is that the municipal councils have every opportunity to do progressive work, but very little chance to play ducks and drakes with their trust. Any council, or any official, misusing local public funds for instance, either through incompetence or dishonesty would soon be pulled up. As pointed out in the Guelph report the actual administration of the municipality is largely in the hands of the permanent officers, leaving the council itself (and even the committees) more time to consider new policies for the benefit of the community. There is no doubt that one of the drawbacks of our municipal system is the irksomeness of the detail work which should be left to the official staffs. This has had the result of driving many good men out of the council chamber, men who cannot understand why their time should be taken up with matters of routine which in their own business are left in the hands of his clerks. If the best men in the community are to be induced to enter and stay in the local parliament the work must be made interesting, as in Great Britain, Australia, New Zealand and South Africa. In all of these units of the British Empire the standard of municipal administration is so high that the best men consider it a great honor to be a part of it. And all these local governments are based on the English system.

The City of Guelph is fortunate in owning its own

waterworks, electric light and power plant, gas plant and the local radial railway, but each one of these utilities is administered by a separate commission, and even the parks and sewerage are managed by separate boards. The suggestion of the investigating committee is that by bringing all corporation works under the direct management of the City Council, provided the members have more continuity of office, better results will accrue to the city. That, of course, remains to be tested, although the rate-payers evidently believe in the suggested change for in the recent elections they approved of a by-law to put into practice the recommendations of the committee.

This means that beginning 1918—should the Provincial legislature pass the required legislation—the city council of Guelph will be composed of sixteen aldermen, twelve being elected by the rate-payers directly and four by the new aldermen, evidently from outside. The time of office ultimately is for three years, one-third of the council retiring each year, and the mayor will be elected by the council for one year from among its own members. The present utility commissions will then be dissolved and their work undertaken by the council through committees.

A special feature of the By-law is that the city clerk will be an ex-officio member of all the committees, but without the right to vote, the idea being that he being familiar with the work carried on in the various departments is specially qualified to advise and recommend the measures necessary for the efficient working of the administration.

How this new system of government will work out in Guelph remains to be seen. It certainly makes for more continuity of office of the council and adds much to the responsibility of the permanent officials, particularly the city clerk. Our experience tells us that it is a step in the direction of more permanency and greater efficiency in municipal affairs, and the experiment will be watched closely by other councils in Canada.

CIVIC COAL DEALING.

The City Council of St. Catharines (Ont.), is to be congratulated on its foresight in contracting for coal with the object of selling it to the poorer citizens at the rate of \$7 per ton, delivered in quantities of as small as quarter of a ton. This cheap coal, which is of the "Pea" variety will be very tangible evidence, in these days of costly living, of the value of municipal trading, when in the hands of public spirited citizens.

We note also that the City of Lethbridge (Alta.) has bought a coal mine with the idea of operating it for the benefit of the citizens. As Mayor Hardie has a very practical and scientific knowledge of coal mining, and consequently knows what he is about, there is no reason why the mine should not be a financial success, even with the lower prices that will be charged. If coal manipulators are not satisfied with fair profits then a few sharp lessons, like the above, might bring them to their senses.

DEAD MAN ELECTED ALDERMAN.

Probably for the first time in the annals of civic elections a dead man has been elected to the position of alderman. The incident occurred in the town of Aylmer (Que.) last month when Mr. John Beaton was nominated as alderman, though he was ill at the time. He got worse and died on election day, but the name could not legally be removed from the ballot, and consequently forty-six more votes were cast in favor of the name of John Beaton than that of his opponent and he was declared elected—though dead. A by-election will take place.

CIVIC GOVERNMENT IN CANADA.

Local government in Canada to-day, in spite of drawback is on a par with other parts of the Empire, which speaks well for the sterling character of our permanent officials. It is true they have not had the professional training of their English colleagues, but this is more than made up in a new country like this by their initiative and practical sense. And this official driving force during the last few years has been well overlooked in one or two provinces by the departments of municipal affairs.

WATER SUPPLIES FOR MUNICIPALITIES

Recently compiled statistics respecting Canadian waterworks show that many of our systems are supplied by gravity from distant sources, thus minimizing the danger of pollution. The number of such systems is rapidly growing, as well as their importance; over 100 of them are in use in the Dominion, including those in many large cities from Halifax to Vancouver. The necessity of properly protecting against both pollution and deforestation the watersheds upon which these systems are dependent cannot be too strongly urged.

In this connection, the example of Newark, N. J., is unique. The city now owns in fee simply some 62 per cent. of the 63 square miles of the watersheds from which the supply is drawn, and in the course of a few years will probably own the whole area. This case is hardly parallel to that of Seattle and other far western cities which own all or large portions of the watersheds of their municipal water-supplies, for the impounding reservoirs of those cities are in comparatively unpopulated areas, while Newark's reservoirs are within a thirty mile radius of New York city.

Experience indicates the practical impossibility of enforcing laws and regulations upon an indifferent public, and the only feasible method of protecting watersheds is complete control and exclusion from settlement. In Canada, most of these watersheds are yet unpopulated and immediate action would avoid future complication.

Scientific forestry has been conducted with great success on several of these reservations in the United States. With many municipal waterworks departments, forestry has become an important accessory, while a private company, supplying water to Nashua, N.H., has demonstrated complete success on a 1,000 acre tract, which is actually yielding considerable profits, and will continue to do so indefinitely.—L. G. D., in Conservation.

LOCAL PATRIOTISM.

The citizens of Sherbrooke (Que.) for some little time have been going to bed early, so that more power, which is owned by the municipality, can be supplied to the local works busy on munitions. The street lights too are put out early in the evening for the same reason. The rate payers of this progressive municipality will gain both ways—individually, in their light bills, and collectively in the extra profit derived from the supply of power thus saved—the power plant being municipally owned. Of course, this saving of house illumination is not compulsory, the citizens of Sherbrooke are, in this way, just doing their bit to help finish the war, and at a good profit too.

CIVIC IMPROVEMENT LEAGUE OF CANADA.

That there is still a wide field for Civic Improvement was evidenced at the recent meetings of the Dominion Council of the Civic Improvement League, as shown in the record of what has been done. Some of the illustrations and statements of Mr. Thomas Adams, the Town Planning Adviser, in his illustrated report, were very significant.

It was shown that even a splendid plan does not do all that may be expected of it, for in Prince Rupert—which has the best plan of any city in the Dominion—there are two stores on a twenty-five foot lot, with a three foot "street" between them, and on each side of this "street" are five dwellings. This shows that a plan is not all that is required for the making of the "City Beautiful."

Ottawa, with its magnificent improvement scheme, was seen to have wretched slums, and to allow three story wooden dwellings.

Quebec allows the rebuilding of a wooden three-story dwelling in which three persons had been burned to death.

Mr. Adams pointed out the expense of constructing diagonal streets in Montreal, as suggested by the Architects' Association. But it would be well to add that this expense can be avoided by adopting the system of "excess condemnation" (or buying more land than is necessary, and then selling the excess after the improvement is completed). Further, it is interesting to know that this has been done in Montreal, where the city made a profit of some \$80,000 on the widening of St. Lawrence street.

While it is true that a plan for the alteration or extension of a city is necessary, this is only the first step in the real development of a city in which the inhabitants can live in health, security and happiness.

Civic Improvement League Meeting.

There was only a small attendance at the meeting of the Dominion Council of the Civic Improvement League last month, which was presided over by Dr. J. W. Robertson, in the unavoidable absence of the President, Sir John Willison. This may be remedied in the future if the suggestion that the Government should pay the railway fares of the delegates, be carried out.

Mr. Adams read a report of the work done during the year, and questions were put by Dr. Atherton (for the Montreal City Improvement League), Mrs. Adam Short, and others as to the fate of the resolutions passed at the previous meeting. One asking for the establishment of a Federal Department of Health, which had not been presented until Parliament had adjourned, were confirmed, and it was decided to have it sent to the Government while Parliament was sitting.

Regarding the Collection of Municipal and Vital Statistics, Mr. Adams reported that questions had been sent out to 200 municipalities, but the returns were not complete. A sub-committee was formed to deal with this subject.

The Committee was continued, and the Executive, Sir John Willison, Mr. Frank Beer and Mr. Thomas Adams, was re-elected.

An invitation to hold the National Conference in Winnipeg was accepted, the date and other arrangements being left to the Executive.

Our Mental Defectives

Where They Come From and How We Deal With Them.

J. S. WOODSWORTH.

Born in a workhouse; "dragged up" to womanhood; uneducated, mentally weak and physically handicapped; married to a tramp who provided no home but the roadside or the casual ward of the workhouse; is it any wonder that the "start in a new country" did not alter the current of Dora's life?

Dora Blackwell was born in an English workhouse about 1873. To use her own words, she was "dragged up." She went into service and when twenty years old returned to the workhouse to give birth to her eldest child—Mary. Then for a time she "tramped"—working in the summer and in the winter finding refuge with her baby in the casual wards of the workhouses.

During this wandering life she married John Adams, who had been tramping for years with a woman to whom he was not married, and by whom he had several children. He was epileptic and subject to spells of violent temper, during which he abused his wife and children. Adams and his new consort continued tramping for over ten years, going in and out of the casual wards and Adams serving more than one term for being refractory. A number of children were born in different workhouses, only three of whom lived beyond infancy.

Finally, the Poor Law Guardians became tired of caring for this family, and legally adopted the three Adams children, and "Mary." A couple of years later the youngest, a crippled girl, died in a London hospital and the other three were cared for in institutions for eight or nine years.

Immediately after losing her children Dora stopped tramping, left her husband, took a situation and apparently for five years lived a respectable, self-supporting life. While at work she was crushed in a lift, receiving serious injuries to her head, for which she was treated for a year in hospitals and the asylum. Then, with the money received as compensation she emigrated to Canada in 1912, entering the country as a "widow."

Shortly after her arrival Dora was accosted on the streets by a young Canadian named Hobbs, who asked "wouldn't you like someone to take care of you?" Without further ceremony they set up housekeeping. Dora suggested that they should go through the marriage ceremony, and actually went so far as to secure a license and ring, but Hobbs was too lazy or indifferent to go with her to the minister.

Arrangements were now made to bring out Mary, who was then about 13 years of age. Mary came to Canada through an emigration association and spent several months in a receiving home; afterwards being sent to her mother under supervision, which, however, was only nominal. Though physically and mentally weak, records show that while in an institution Mary was a good worker, moral, and satisfactory in every way.

Within six months the family—now consisting of Mary, Dora and Hobbs, and their child, sought public relief. Hobbs was drinking and not supporting, and as he refused to marry Dora, action was taken under the Illegitimate Child's Act. His relatives refused bail, and he was committed to gaol for six months.

Deportation papers were taken out but the baby was placed in an institution and Dora and Mary went to work in the country—thus becoming self-supporting and making it impossible to carry through proceedings.

Five months later Dora and Mary were again asking for relief. The baby had died. Another effort was made to deport; but they promised to become self-supporting and enlisted the sympathy of a group of people who enabled them to start house-keeping.

They did become self-supporting; but it was by going to picture shows, "picking up" men and taking them to their room. Hobbs soon came out of gaol and joined them—according to "Mary," displacing a lodger! Seven months later "Mary" gave birth to a child in a maternity hospital and received institutional care for several months. The baby was adopted out.

During "Mary's" absence Hobbs and Dora married—thus committing bigamy. Shortly after twins were born—one died at birth and the other lived only a few hours. Dora asserts she is the mother of 15 children, 10 whom were physically deformed.

Arrangements were now made to bring out the two Adams children. Instead of having a happy home, after their arrival discord arose. Dora, with good reason, was

jealous of Hobbs' attentions to Mary. After repeated rows they signed separation papers and Hobbs and "Mary" set up house-keeping together.

Dora again took lodgers in her one room. As the family had come under supervision, this state of affairs was brought to the notice of the Children's Aid Society, and the two boys were made wards of this Society. One of these boys does not appear to be mentally normal.

Recently "Mary" gave birth to another child in a local institution. Such is the history of the family to date. The start in the new world did not materially alter the current of events, and the muddy stream still runs on!

Case after case of this character could be cited.

There is the Bromley family who came here from England ten years ago and took up a homestead in an outlying district. Both man and woman were mentally weak, and the man was a heavy drinker.

Bromley would not work and frequently deserted his family. The neighbors kept his wife and children from absolute starvation. After two years conditions became so intolerable that the local magistrate took action and three of the children were given to the Children's Aid Society of Winnipeg. One child was taken by neighbors and a young baby remained with the mother.

Conditions became worse, if such a thing was possible. Two years later the mother, destitute and deserted, brought her three younger children into Winnipeg, placing the new-born infant in a hospital for treatment. The two older children were surrendered to the Children's Aid Society, the infant died, and the mother returned to the country alone.

At last, hoping to better their condition, Bromleys moved into the city, bringing with them the boy who had been with neighbors. Since their arrival four years ago they continually received charity, till finally the man enlisted. Of the three children born in Winnipeg, one has died; and the mother's recent death made it necessary for the Children's Aid Society to take charge of the older boy, and the two babies.

The mentality of these children cannot be determined without more careful examination than has yet been given. The eldest, a girl of 15, who had been in a foster home for nine years, recently gave birth to a child and is classed by officials in the institution where she now is as weak-minded. The boy aged 14 is classed by school teachers as "slow and backward," never passing beyond the second grade in school.

There seems no reason to hope that this generation will be any more satisfactory than their parents.

Also we might mention a German family who came to Canada from Russia. Schneider was a moral degenerate; his wife mentally deficient. Their two children, girls now 23 and 13 years of age, are both imbeciles and are now being specially cared for until suitable institutional care can be provided. After Schneider's death four years ago, his wife married a widower with 8 children. Investigation shows this man is considered by others in the community to be "queer."

The Marczeskis came to Canada from Galicia 12 years ago, bringing with them a nine year old boy. Three children had died in the Old Country, two of them idiots. The mother is easily recognized as mentally defective, and both husband and wife are heavy drinkers. Marczeski frequently deserts his family, and during his absence his wife co-habits with other men. These men do not support her and her children, so they are continually receiving public relief.

Since coming to Canada Mrs. Marczeski has given birth to a number of children. The eldest of the two living children, a boy aged 14, cannot read or write and has never been in school for more than a few days at a time. The younger is an illegitimate girl aged 2 years, who is in wretched physical condition. A girl aged 4, who was an idiot, recently died in the Home for Incurables.

The sanitary and moral conditions of this home are appalling. A couple of wretched rooms in a tenement of the worst description, or a shack too delapidated to be rented to anyone else, usually constitutes the "home." All day the mother is out looking for work, while Johnnie looks after the baby.

Shortly before the removal of the idiot girl to an institution while the family were living in a shack adjoining a stable, a visitor describes the interior of the house

Road Improvement in America

J. B. STONEKING.

There is such a heavy increase of traffic on all roads in this country, more especially on the main trunk highways between cities and towns of importance and the roads leading from the more populous country districts into the markets, that a very necessary and radical change has been forced in road building and improvement methods. Not many years ago plain graveled and water-bound macadamized roads stood the wear and tear of the then comparatively light and slow-moving vehicles. Light surfacing was the rule and materials which would stand up under the traffic were found to be inadequate when subjected to the abrasion and hard pounding of our heavier and rapid-moving vehicles of the present day.

Since the development and perfecting of the auto truck for hauling and delivery purposes, the slow, wide-tired wagon has been largely replaced. This type of traffic has spelled the doom of earth roads, and tears holes in lighter, more easily worn surfacing with amazing ease and rapidity. It has also caused a cry to be raised for easier grades. The lighter pleasure automobile is almost as hard on road surface as the truck, and the higher speed had increased the number of bad accidents on sharp curves and steep grades. These causes have not only made a heavy, wear-resisting road surface necessary, but in the rebuilding and improvement now being done the roads are widened, grades reduced, sharp turns and dangerous curves eliminated.

The vast amount of work to be done, coupled with the high cost and shortage of labor, has led to the development of successful labor-saving road machinery of many different and highly specialized types. One of the labor savers adopted from quarry, railroad and mining work and applied with success to road building is the low-freezing, slow-acting, heaving, low-grade dynamite for earth work in deepening and widening cuts, widening curves around hillsides and points, blasting out stumps, boulders and trees and in making side and outfall ditches for drainage. Considerable saving is accomplished by its use in loosening material in conjunction with steam shovels, graders, scrapers and other machinery.

Each type of road has its particular advantages and disadvantages, and local conditions must govern the selection, frequently combining parts of each type. Standard types, although more or less inter-related, are macadam in its different forms, bituminous or asphaltic, brick or stone paved, wooden block, and concrete roads.

Macadamizing is probably the oldest and most widely used method of surfacing, having more modifications than any other type. It consists primarily of crushed stone or gravel held together with some form of applied "binder." This type of road is most generally the cheapest in first cost, hence it is not suitable for use as city paving nor on main roads near the larger cities and markets.

Crushed stone having sharp edges is a more satisfactory material than round-edged gravel, for it compacts with less "creeping" and gives a better binding. Trap rock, diabase, basalt, porphyry and other fine-grained rock are very good on account of their hardness and wearing qualities, although somewhat low in "cementing" quality.

OUR MENTAL DEFECTIVES.—Cont'd.

as follows: "Johnnie had gone out to play on a vacant lot with some other boys and the children were alone. The older girl was lying on the floor and the baby in a carriage. Both were in a filthy condition. Screens for the windows were standing against the wall, and the screen door was open. It was a hot day and the children were literally covered with flies. The only food for these children had been prepared by the mother before she left the house in the morning, and Johnnie had been too indifferent to give it to the children."

It was no unusual thing to find the woman entertaining men friends and all more or less under the influence of liquor. Is it surprising that the boy who came to Canada with his parents ran away from home as soon as he was old enough to work?

Can we any longer tolerate this condition of affairs?

Should people like the Adams', the Bromleys', the Schneiders' and the Marczeskis' be allowed to enter Canada; and should such people be allowed to marry and bring defective children into the world?

Do we want their children to associate with our children?

Surely the time has come for more stringent methods of detecting the mentally unfit who seek admission to Canada; and for adequate legislation to enable us to really cope with such conditions as we have outlined.

Granite is usually too coarse-grained, and limestone too soft for a first-class road surface. A small amount of limestone is frequently mixed with the harder rocks to increase their cementing effect. The binders used are fine stone screenings and water, sand and water, limestone screenings and water, or clay and water.

Upon the compacted earth foundation is spread a layer of broken stone of sizes between one or two and one-half inches in diameter. This is rolled and re-rolled until it is well compacted; a thin coat of binder material is spread over this and rolled into the interstices of the larger stone. Next a coating of finer material of one-half inch to three-quarter inch is rolled, on top of which is spread and rolled very thoroughly a finishing coat of binder, using water freely. The finished sub-base of coarser stone is usually about four inches thick and the surface coat two inches, thus making a six-inch pavement.

In bituminous or asphaltic roads, the crushed stone sub-base is coated with a small quantity, approximately one gallon per square yard, of asphalt cement or tar, then the surface course, consisting of three-quarter to one-inch stone, which has been heated and thoroughly mixed with asphaltic cement, is spread on and rolled while hot. A thin dusting of sand or stone screenings is spread on top to keep the surface from running and becoming sticky. Often a concrete sub-base is used with the surface left rough purposely to prevent the creeping of the surface course. This type of road has a certain "springiness" which saves the horses' hoofs from too much jarring, it is easily repaired, the surface is not easily abraded, but it has the disadvantage of disintegrating after a length of time, due to the presence of a certain amount of volatile oils.

Brick, paving stone and wooden block pavements all require a good, substantial, smooth-surfaced foundation, preferably of concrete, to insure permanency. Concrete, while having been used extensively for foundations, has not been used very much for the wearing surface until late years.

The cost of roads varies with so many factors in different localities that an average figure means very little. However, a few average contract prices per square yard obtained from different sources are as follows: Macadam, 90 cents; stone paving, \$2.73; brick paving, \$1.95; wood block, \$2.82; bitulithic, \$2.25; asphaltic, \$1.91, and petro-lithic, or oiled roads, 36 cents.—The Craftsman.

THE CITY IMPROVEMENT LEAGUE OF MONTREAL.

(Affiliated to the Civic Improvement League of Canada.)

Executive 1916-17.

President, Hon. J. J. Guerin, M.D.; Vice-Presidents, Far. F. Benson, Victor Morin, N.P.; Hon. Secretaries, C. H. quhar Robertson, U. H. Dandurand, Zephirin Hebert, G. F. Benson, Victor Morin, N.P.; Hon. Secretaries, C. H. Gould, B.A., J. U. Emard, K.C.; Hon. Treasurers, J. F. Boulais, N.P., Mrs. J. B. Learmont, Mrs. Macdonald McCarthy, Hon. Sen. R. Dandurand, J. N. Dupuis, Lieut.-Col. J. G. Adami, M.D..

The Clean-Up Committee is composed of the following: Directors: Dr. J. J. Guerin, Fire-Chief J. Tremblay, Professor J. G. Adami, Lyon Cohen, Dr. S. Boucher. Hon. Auditors, Sharpe, Milne & Co.

At present the following Chief Committees are at work on Civic Legislation—Town Planning—Housing—Vacant Lot Gardening and "Clean-Up."

This latter, which has worked so successfully in the recent Spring clean-up weeks is now in operation all the year, as a formal Committee of the League.

The officers are as follows:

Frederick Abraham, Hon. Chairman; U. H. Dandurand, Hon. Chairman; F. A. Covert, Chairman; Ed. Montet, Vice-Chairman; J. Sophus, Hon-Secretary; J. Thurston Smith, Hon-Treasurer.

Committees: P. Angers, F. Abraham (Finance), Dr. B. A. Conroy, A. Angers (Home Garden Contest), J. E. Nantel (Sanitation), Zephirin Hebert, Fred Stewart (Education), Dr. W. G. Kennedy, Ed. Montet (Press Service), Dr. W. H. Atherton (Co-operation), Dr. E. Dubeau, W. W. Grant (District Organization), Guy Dobbin, Ludger Gravel (Vigilance), O. S. Perreault, A. B. Ware (Judging), E. T. Sayers (Emergency).

A "Vigilance" Committee has been appointed to receive complaints and to work with the City Hall. A "Sanitation" Committee has been appointed to receive complaints and to work with the City Hall.

Public Health and Preventive Medicine

By EX-CONTROLLER McCARTHY.

When the history of the twentieth century is written an outstanding feature of its early years will be the great growth of the social service or humanitarian spirit throughout the civilized nations. In the social service work of recent years we have no greater example of unselfish public service than that of leading men of the medical profession giving their ability and energy ungrudgingly to Preventive Medicine for the benefit of humanity rather than for their own personal interests. It is rather an anomaly that the men foremost in the campaign for public health are those of the medical profession who have most to lose by it in a material sense while the Insurance Companies who have most to gain from an economic standpoint are as yet more or less indifferent to its value.

The nineteenth century and especially the latter part of it was a period of city building. The great cities of Europe of to-day are a striking contrast of the days when Constantinople was the only city in Europe with 100,000 people. In 1800 only 22 cities in all Europe had a population of 100,000 or more; in 1900 the number had risen to no less than 139. London's population to-day of 7,250,000 is more than three times the combined population of London, Petrograd, Paris, Vienna and Berlin a hundred years ago. In 1800 no city on this continent had 100,000 people, while to-day nearly 70 cities claim this rank. Some Canadian cities doubled their population in the first 10 to 15 years of this century. The end is not yet. We must prepare for still greater cities. The same causes that have already produced great cities will even in our lifetime produce greater cities. Fifty years ago 70 per cent of the people on this continent lived in the rural districts. To-day 70 per cent are living under unnatural conditions amid the bricks and wire cages of our modern cities. This rapid and enormous growth of cities gave birth to many new and complex problems. One of the most important, in my own judgment, I would say, the most important problem is that of "Preventive Medicine," "proper hygienic conditions, or as more commonly called "Public Health." I recognize that the field of Preventive Medicine is not confined to urban centres, but that the need for it is multiplied and intensified by city conditions is at once granted. Nature never intended human beings to be born and reared in a packing box, especially when that packing box was one of thousands of similar purpose stacked high and close together like the apartments of the cities of to-day. We go about the daily routine of life little realizing that existence in the great congested cities of to-day would be almost impossible were it not for the great advance made by Preventive Medicine in recent years. People are apt to forget that 10,000 people died in Constantinople in a single day in 543 of plague; that it is estimated that 50,000,000 people died in Europe of smallpox in the 100 years before the discovery and introduction of vaccination; that as late as 1878 in the city of Memphis one-third of the population died of yellow fever. Who shall attempt to calculate the economic value of the measure of Preventive Medicine that puts these scourges into the past. But, they are of the past only as we are eternally vigilant. The problem of producing human life, of maintaining human life and human efficiency, of making life livable, especially under city conditions, is the problem or task of Preventive Medicine. Some attempts to stem the growth of cities have been made, but the effort was as brushing the ocean waves from the shore with a broom. Attempts have been made to turn people back from city to rural life, but these efforts were as useless as attempting to drive the moth from the candle. In recent years men have ceased in large measure to war against the inevitable growth of cities and have wisely turned their efforts to making, if possible, the inevitable the preferable. The medical profession, the scientist, the educator and the philanthropist are each taking a part, but outside of these there is among the masses of the people a lamentable lack of knowledge or appreciation of the merits of the campaign for Public Health and of its value to the community and to the individual.

It has been well pointed out that while philanthropy may lead and does lead in most of the great reforms, yet in order for these reforms to be permanently successful the task must sooner or later fall upon the Government of the land. I think I am right when I say that Governments generally speaking do not pioneer and lead the people in the matter of reforms. Most Governments seem satisfied to

take such action in these matters as the public mind forces them to take. Perhaps this is the proper kind of Government. We will not discuss that now. To inform and educate the public mind is then the greatest task ahead of the Public Health campaigner to-day.

The two great obstacles to the advance of Preventive Medicine have been a widespread and almost traditional belief in:

- (1st). An iron law of mortality beyond the influence or power of man.
- (2nd). That disease, epidemics and death were the visitations of Providence.

If the public mind and thereby the individual could once grasp the fact that there is no unchangeable law of mortality, but that the span of life is conditional in large measure upon the hygienic conditions under which we live, great progress could be made. In the education of the church, the school, the municipality, the fraternal society, the insurance company, the manufacturer and allied interests can and should play a great part. In educating the public mind nothing is, in my judgment, as useful and convincing as the presentation of actual facts, such as the following, giving the results accomplished by Preventive Medicine.

- (A). In a paper given before the Royal Statistical Society of England, Baines calculated that the average duration of life in India was 23 years for males and 24 years for females, or less than one-half that of the civilized countries of Europe. In answer to this the argument may be made that the climatic and social conditions of India account for the short lives, but this argument admits that the span of life in India is governed by living or hygienic conditions. Our next fact, however, throws light upon this.
- (B). Colonel Gorgas, with the instruments of Preventive Medicine,
- (C). Certain unsanitary conditions in Paris and Glasgow show a mortality more than twice that of the sanitary conditions.
- (D). In the 14th Century the Black Death, probably Bubonic Plague carried off from one-half to two-thirds of the population of Europe. Each succeeding century has seen its return in Europe but in an ever reducing extent. Medical service has discovered the cause of Bubonic Plague, its method of propagation and the means by which its spread is prevented. Bubonic Plague still exists in certain lands and if the Medical and Sanitary Officers of our own country were all to take a holiday, we could soon have another visitation of Black Death.
- (E). The city of New York has carried on in recent years a very aggressive Public Health work with the result that the Death Rate reduced year by year until in 1915 it was only 16.4—the lowest in the history of the city.

To those already familiar with these facts the recitation of them may be a little tiresome, but it is not enough that the leaders in this movement know; the masses must know and they do not know. I believe that the widespread dissemination of facts, such as those, would arrest the attention of the individual and show him the value of Preventive Medicine in lengthening his own span of life. To accomplish this is to secure his co-operation for, say as you will, man's first desire is to live and second is to live comfortably.

The belief that disease and epidemics, with the resulting premature deaths, are the visitation of Providence is not by any means of the past. The belief is yet widespread. I yield to no man in my humble love and reverence for the God of all our lives. But, this belief is repugnant to me and has been, I am glad to say, since my boyhood days. Man has too long by this subterfuge side-stepped his responsibility for the dirt and carelessness that produced disease and death. The mass of the people must learn that communicable diseases may be largely prevented if we will use the faculties of cleanliness care and precaution which God has given us and God seldom does for us what we can do for ourselves. In this we have some reason to suggest the assistance of the clergy of our churches. If funeral sermons were honest and in my judgment the theology more correct, there would be a small attendance of Town Fathers at the funeral of the man

Municipal Affairs in Alberta

REGINALD G. J. SMITH.

All the 1917 councils of the various municipalities of Alberta have put their official "nose" to the grind-stone and have been at work for some time now, the new ones getting acquainted with municipal business and the old ones showing the newcomers "how things are done."

When it is considered that there are 212 municipalities in Alberta, consisting of six cities, forty-seven towns, ninety-three villages, and sixty-six rural municipalities, it is rather difficult to keep track of them all. However, elections have been held in every one of them and the new councils are down to work.

Commission Government.

The city of Lethbridge is an exception to this rule of annual election though. It has the commission form of government—the only municipality in the province to operate under this system, and its three commissioners, with the mayor, are elected for a term of office extending over a period of four years. Lethbridge is to be envied in the length of time its officials serve, for it provides consistent government which gives the officers a chance to learn and learn more, whereas the annual elections are a handicap, for as soon as a mayor is in office, spent six months gathering the reins of government into his hands, the time is up for him to get out, or else, if he wants to serve another year, play "parish politics" in order to be re-elected.

Edmonton.

Estimates of current expenditures and revenue are being prepared by all the municipalities, and Edmonton's estimates on the non-revenue producing departments — totalling twenty in all—give \$468,258 as needed for the year. This compares favorably with \$492,150 for 1916. These estimates are only provisionally, of course, for in August the supplementary estimates are brought down to carry the departments over the remainder of the year. Big reductions have been effected in the estimates, for in 1915 there was a saving of over three-quarters of one million dollars when compared with 1914, and in 1916 the saving over 1915 was \$250,000. The councils for the past three years have been elected on the platform of "economy" and this has been practised consistently without impairing efficiency. As a matter of fact it is wonderful how Edmonton gets along with the small expenditures when the 1913 and 1914 "high-powered" estimates were considered "inadequate" in those days.

Lethbridge Buys Coal Mine.

Lethbridge is having a little dabble in mining, for options have been signed, so it is said, on the purchase of a coal mine. The city uses about 11,000 tons of coal per annum. Mayor Hardie is of the opinion, according to the Lethbridge Herald, that the city could operate the coal mine, supply the city power plant with 11,000 tons of slack and sell the other coal mined on a commercial basis. Reports are being prepared on the physical condition, the cost of an aerial tramway and of improvements needed.

Payment of Aldermen.

Edmonton is watching with keen interest the proposal of certain city officials of Calgary to pay the aldermen. The city councils of Alberta are not paid, the aldermen giving their services gratis, and many of the aldermen

PUBLIC HEALTH (Continued).

who died of Typhoid Fever, or at that if the child died of preventible disease, and the people as a whole would pay their taxes less grudgingly to the work of Health Departments. The economy of nature is well-known. I do not believe that the Creator ever willed or intended a child to die as the result of being fed on impure milk, nor a man to die as the result of drinking untreated water from a sewage polluted source. The education must be carried on until an epidemic of Typhoid Fever or other preventible disease is looked upon as a disgrace to a municipality and an indication to the people of the incompetence of those who are responsible for its administration. Once the individual learns that he has the right to expect and demand from the Government freedom from, or a very minimum of these preventible diseases, there will be no difficulty in securing either the funds or the laws necessary to the greater progress of the Public Health campaign.

gave more attention and time to the city's business than they do on their own private affairs. Edmonton tried the pulse of the electors in 1915-16 regarding the payment of salaries to the aldermen. The sum proposed was not large, merely an honorarium so to speak, a sum to compensate the city fathers for the personal expense they are put to in transacting the city's business, but the people voted it down.

One of the Calgary aldermen proposes a scheme whereby the members of the council be paid \$10 for every meeting attended. If an alderman misses one-half of the meetings during the year he is not paid one cent, thus it would be an encouragement for the aldermen to attend all meetings. It would mean that twelve aldermen would receive \$520 a year each if they attended all council regular meetings. The Edmonton city fathers have a sympathetic bond of fellowship for the Calgary council and watch interestedly their efforts to get paid for what they do. It will pave the way—if they succeed—for the Edmonton council to try the scheme out.

Model City Charter.

Shortly after the Journal is published the Alberta provincial legislature will meet for its fourth session. The questions of a model city charter and good roads are expected to come up, fostered by the Minister of Municipal Affairs. The municipalities have been sitting back in the past year or two and not asking for so many amendments to the charters, in the hope that the model charter bill would be a measure suitable and applicable to all municipalities. Only those who are working on the measure know its contents as yet, and when the time comes for the minister to table his bill, it will be perused from first to last page wholeheartedly.

Salaries of Civic Employees.

The Edmonton city council at a recent meeting dealt with the question of readjusting the salaries of civic employees. The 1916 council, just before it went out of office, considered this matter and made recommendations to put salaries back to the 1914 basis. This has turned out to be only an election move, for the 1917 council merely decided to increase the salaries of those receiving less than \$100 per month to the basis in effect in 1914, but no increase to exceed a total of \$100 per month. When this is analyzed it works a hardship on the men receiving, say \$115 per month before the war and the reductions brought them below \$100. The employees are now considering the next move and it is whispered that an application will be made to the department of labor at Ottawa for a board of conciliation on the whole question. It is to be regretted if this course is pursued, for "washing linen" in public is not conducive to good business, especially in so far as civic government is concerned.

EFFICIENT MUNICIPAL OFFICIALS.

Efficiency in executive management of municipal affairs is to be attained when the officials are given a free hand to control the affairs of their department and given to understand that successful administration will merit reward. Economy does not mean parsimony; efficiency does not entail autocratic control. It is, of course, necessary to prescribe the policy and limitations of officials, but to circumscribe their operations by any unreasonable directions or desires of representatives who are not fully acquainted with the onerous and important duties devolving upon officials, oftentimes means inefficiency. The misfortune in such cases is that the officials are blamed for what is not their fault.—R. O. Wynne Roberts.

RELATIVE VALUES IN PUBLIC HEALTH WORK.

Not how many dollars to spend but how to spend the dollars you have for public health activities is the subject of a recently issued pamphlet on "Relative Values in Public Health Work," by the sanitarian of the Department of Surveys and Exhibits, Russell Sage Foundation, who has conducted public health surveys of Newark, Springfield, Ill., Topeka, Atlanta, and other cities.

City Planning of a Boom City

A very good illustration of an attempt to "Town Plan" a boom town is given in the following report sent in by Mr. John Nolen, City Planner, who was instructed to prepare a plan for Bridgeport, a typical city of the United States, which suddenly increased its population by 50 per cent because of the munition business.

The phenomenal growth of Bridgeport is common knowledge. Of this growth the Bridgeport City Planning report, just issued, says:

"Before war was declared in Europe, Bridgeport had a population of about 102,000. To-day, it has nearly 150,000, a phenomenal increase of nearly 50 per cent in twenty months. It has not yet reached its maximum, and this gain will undoubtedly continue until the city has at least 200,000 population . . . One concern, it has been publicly stated, has made an investment in Bridgeport in new factories, land, machinery, etc., of \$20,000,000 or more. Other local industries have grown proportionally."

Such growth causes, in Bridgeport, the evils that it causes in any city, now or old, in which it occurs—rising rents, scarcity of houses, of schools, of play and recreation grounds—scarcity, in short, of all the facilities of city life; and the disorder and immorality that seem so inevitably to follow in the wake of stunted municipal life. No wonder the report asks the pertinent question:

"It has been said that a new man is employed in Bridgeport every ten minutes, and one is tempted to inquire what is being done every ten minutes to provide this new citizen with the essentials of city life?"

These are the problems so commonly found in boom cities. In Bridgeport they are complicated and made more acute and difficult of solution by the problems typical of the old city. The business centre is not only congested, but firmly established and rigidly confined in its narrow limits; the slum areas, also fixed, are still more overcrowded; the inadequate houses, being also in many cases old, are still less able to house decently the increased numbers that crowd them. And so it is with most, if not all, the municipal facilities.

Under these circumstances, in Bridgeport as elsewhere, the difficulties to be overcome are by many people regarded as entirely housing problems. If housing in its complete sense is meant this is, no doubt, true; otherwise nothing could be more false. The construction of houses and nothing more is a mere palliative; the only cure is the increase also along right lines, of all the municipal facilities—streets, sewers, parks, etc.; a wise regulation of all future building; and a change, so far as absolutely necessary, in the framework of the old city so as to remove the most hampering of its faults and limitations due to its constructions, such as the narrowness of some of its main thoroughfares, the congestion of its business centre, etc. This is city planning, and fundamental city planning is perhaps the one thing that cities are slowest to see the need of and do.

Bridgeport not long ago issued a report entitled "More Houses for Bridgeport"; and, soon afterwards, a \$1,000,000 corporation was formed to build them. The present report shows that she has also begun to face the more fundamental city planning difficulties which beset her.

The following passages from the introduction to the second or legal part of the report by Mr. Williams, indicates its necessity, its purpose and its scope:

"In order better to meet this exigency, Bridgeport has caused a survey of her situation to be made. The reports of Mr. Nolen and myself now submitted state the results of that survey, with recommendations, based on it, for the improvement of that situation. Mr. Nolen's report is occupied with the physical aspects of the subject, while mine is concerned with its no less important legal aspects. In a democracy like ours, no public enterprise can be accomplished except by methods sanctioned by law. A failure to know and appreciate this fact is one of the common causes of the failure of city planning effort in this country to produce practical results. Many a city plan remains merely a plan because of failure to make the legal methods of carrying it out an integral part of it. It is this legal part of the recommendations that is now to be considered.

This report will first take up the legal problems with regard to the planning of that part of Bridgeport and its environs which is at present within the legal limits of the city. In so doing it will deal first with the question of the city planning agency or executive for the city, its membership and powers; secondly, with various specific legal powers which the city needs in its planning as follows: The adoption of a city plan, excess condemnation; building regulation and districting; thirdly, with the financing of Bridgeport's city planning; lastly, with the problems involved in the planning of the present city.

The legal proposals of this report are all urged as more or less specific aids in carrying out the suggestions contained in Mr. Nolen's report for the improvement of the physical situation in Bridgeport. But this is not their sole purpose. It is hoped that the measures advocated in this report are also those legal measures of which in her planning Bridgeport is most in permanent need."

SURVEY OF NATURAL RESOURCES OF CANADA.

An important survey of the natural resources of Canada is being undertaken in connection with the Canadian Pacific Railway, which has for its purpose the co-ordination of the work which has been so well done by many government departments and with it other data which the government has not collected, thereby making easily accessible to those qualified to utilize the information as much data as possible relative to the natural resources of Canada. Great care will be taken not to do work that has already been well done, and the effort is one which distinctly calls for co-operation. Arthur D. Little, Limited, the Canadian branch of a Boston organization of analytical chemists, are the directors of the work and will do their part of the work with the same altruistic spirit they hope to find among those who assist. The information now available is to be collected on standard forms, is to be transferred to cards in a manner to make it possible to quickly separate the cards according to required classification at the moment. Thus if one desires to know all the places in Canada where deposits of iron are to be found in proximity with limestone, water power, or some other resource, the list of localities can be supplied very quickly. To accomplish this work, which is in the interest of the whole Dominion, it will be necessary to have part time assistance from a great many people who will be willing to devote a very small fraction of their spare time to the work because of self interest, patriotism, local pride, and in some cases nominal remuneration. Those to whom the plan has been explained have offered their co-operation, and have been enthusiastic over the possibilities of the work and the advantage to the country at large in having such information thus brought together and classified for the free use of those interested. A bulletin is now being compiled setting forth in greater detail the plan and purposes of the survey, and this will be sent out specially to those whose co-operation is desired. For the industrial development number of The Canadian Municipal Journal the directors of the survey is preparing a special article showing the benefit of a natural resources survey to the municipality.

AMERICAN ROAD BUILDERS' ASSOCIATION CONVENTION.

The Fourteenth Annual Convention of the American Road Builders' Association will be held in Mechanics Building, Boston, Mass., during the week beginning February 5.

A reception in the convention hall will be held on the opening night. On this evening the Eighth National Good Roads Show, which is to be held in conjunction with the convention, will be open and an opportunity will be afforded those attending the reception to inspect the various exhibits.

The annual dinner of the American Road Builders' Association will be held at the Copley Plaza Hotel on the evening of February 7.

Municipal Councils and Devotions

R. O. WYNNE ROBERTS.

"WINDSOR COUNCIL OPENED WITH DEVOTIONS."

—Under this caption the daily papers announced that the inaugural meeting was opened with prayer for the first time in the local history. This notable incident will doubtless be remembered for many a day. But why should City Councils be moved to devotion only in a time of supreme national danger. Councils and mayors are to the cities what Boards of Managers, and Elders, and Pastors are to churches. They have the duty of doing what they can for the people, by whom they have been called to take office and to administer for common good. If there is an office which should be sanctified by devotion it surely is that dedicated to the guardianship of the public welfare. It would be exceedingly appropriate if the Mayor invited not only the aldermen and officials, but also the public to join him at devotions on the Sunday before taking office. The occasion would be one when the public attention would be riveted to the true functions of Mayors, Aldermen and others in relation to their duties to those whom they serve, and the responsibilities of the people in electing men and women to positions of honor and trust and in a general respect for as well as a loyal support of the organizations which are created for the development of the best in the community. Such public devotions are recognized as worthy of perpetuation in other parts of the British Empire, but somehow they have not yet become an universal custom in Canada. Indeed as indicated by the press notice, public devotions on the part of Councils as a body is at present a remarkable event. The lives and amenities of the people depend largely upon the wisdom

of the elected administration and if there is a moment when harmony, goodwill and mutual respect is desirable, it is when the chosen office bearers start on their duties. It is at that time they should be inspired by the best wishes of the people shown by a general union at worship. Such a condition would tend to obliterate any asperity by the campaign, it would appeal to the highest and best qualities, and the cordial sympathies of the people. It would help to place public offices on a higher and more noble plane, and it would leave impression which would ultimately mould public opinion of a finer and more pronounced character. It would bring the two great institutions of the Public and the Church into closer relations.

There is no valid reason why the City Councils, Board of Education, etc., should be wholly divorced in a collective sense from the church. It is highly important that they should work in complete unison of purpose. These bodies have their duties to perform and who can demarcate where the functions of one terminate and is taken up by the others. They are so interlaced and interlocked that there is no apparent limitation of service to the people and to each other. The war inspires a new conception of duties upon us all and evidently this is appreciated by public bodies. The sooner the better that it becomes a general custom for public organizations to invite the people to join them in public devotions. Some will say it will be formal and Pharisaic. It may be with many but the thoughtful sincere and truly patriotic among us will derive something that will impel them to do more and do it better for the people.

How the Germans Rob Belgium Municipalities

A very enlightening article recently appeared in the London Times, describing some of the tricks of the German invaders to extort money from the Belgian municipalities and citizens. The article in part reads as follows:

The announcement that the Aldermen and City Councilors of Brussels and Antwerp have been arrested and fined for not obeying an order of the Governor General indicates to what extremes the oppressors will go in their campaign of terrorism. This arbitrary proceeding has a double object; ostensibly the intention is to obtain a list of poor Belgians of military age with a view to deportation, but the extortion of money from richer citizens of any age is also aimed at. The Germans are determined to extract the life blood of the country to the very last drop.

Since the Burgomaster of Brussels, M. Adolphe Max, was carried off to prison at Celle-Schloss, in Hanover, the duties of First Magistrate have been discharged by M. Maurice Lemonnier, the Senior Sheriff, whose wife a short time ago received notification that she had been fined \$200. No particulars of the offense charged against her were given. In these circumstances she refused to pay, whereupon furniture and ornaments to the value of \$240 were taken from her house and publicly sold. It was not until after this sale that Mme. Lemonnier was informed that she had been condemned for being in possession of a forbidden publication. Some spy—and the city is swarming with them—had supplied the evidence, and she was not allowed any opportunity of refuting the accusation.

The punishment of Burgomasters and local officials for failing to furnish lists of unemployed workmen is another sample of German "justice." Men of military age are required rather than the mere unemployed, who are so numerous at the present time that it is difficult to keep count of them. The Belgians have always been such industrious and provident people that there was little poverty before the war; there are no "poor rates" in the country, and workhouses on the English system do not exist. It was not until stages of extreme distress were reached that a Belgian would allow his name to be put upon the list of the "assistance publique."

The Germans have insisted upon the municipal authorities maintaining their usual administration, because it facilitates a scheme of daylight robbery. Not only can

they fine Burgomasters and their subordinates for failure to perform impossible tasks, but they can ascertain the financial status of individuals upon whom levies can be made on the slightest provocation or pretense.

In the early days of the war millions of francs were demanded from each town that was entered, and a campaign of plunder and insult has been carried on ever since. The town of Tournai has just been called upon to pay \$50,000 for refusing to furnish a list of unemployed.

There is hardly a commune within the occupied territory that has not had its exchequer depleted by iniquitous fines. Brussels, Antwerp, and Ghent have been drained dry; only a few weeks ago the town of Courtrai was fined \$60,000 because a telegraph wire was broken by a storm, and the Commissaire of the arrondissement in which the mishap occurred was locked up for ten days. Tradesmen and private individuals are now being picked out for extortion. At Gembloux a rich merchant was fined \$30,000 for some offense in connection with the sale of sugar. Several Antwerp firms have been fined \$5,000 each, and \$500 fines are becoming quite common for most trivial offenses. A market woman who refused to sell vegetables to a German was fined \$200. Any one heard singing or whistling "La Brabanconne" or "The Lion of Flanders" is arrested and if the culprit cannot pay a fine he is put into prison.

The German police in Brussels have been greatly increased since November 3, and on the day of King Albert's patronage a raid was made on houses in which it was suspected patriotic celebrations were taking place. Any one found in possession of the Belgian colors, or exhibiting a portrait of the King or Queen, was fined according to his means. Money is being dragged out of the people on the slightest pretense. There is hardly a family some member of which has not been caught in a trap and forced to pay.

Success in reformatory work does not depend upon buildings or equipment, but upon the personnel of the supervisors and teachers. It is necessary, of course, that there should be ample facilities and adequate expenditure, and yet better results often come from poorly equipped institutions than from those having unlimited resources at their command.—J. J. Kelso.

Feeble-Mindedness

DR. H. L. BRITTAIN.

In a recent address Dr. H. L. Brittain, of the Bureau of Municipal Research, Toronto, gave some very sane advice on the subject of the feeble-minded.

Feeble-minded individuals are a class set apart by nature for separate treatment in the social organism. It is true of feeble-minded individuals who reach the adult stage and live among adults, that is among people who are less liable to suffer mental or moral loss from such association. Of feeble-minded children this is still more true. They are at the same time more helpless and more dangerous centres of mental and moral loss to normal children. This is all the more true because the danger is not recognized even by prominent leaders of education. One influential school inspector is reliably reported to have pleaded within the last year for the retention of feeble-minded children in the ordinary school classes on account of the moral advantages which would result. He holds that lessons of kindness, sympathy and service will be developed among normal children by the presence of feeble-minded children in their midst and that such again would outweigh any loss of time which might result from the admixture of normal and subnormal children in the same classes. Like many examples of feeble-minded idealism this theory does not square with the facts evident to every teacher who has kept his or her eyes open during even a short acquaintanceship with the school room. As a matter of fact children are not little adults and are not as a whole moved by sympathy of a desire for service to their fellows who are mental cripples. Physical cripples do often so react on normal children because they can understand the physical condition of their handicapped playmates.

Mingling normal and subnormal children always results in a dead loss to both classes. One of the most needed reforms in education is the development of a method by which all children may receive a great deal of individual attention so that the growth of each child may be determined by his own law of growth and not by rates of growth of his fellows. Such individual attention is almost impossible in a class of 40 normal children. It is absolutely impossible when one or two in a class of 40 are feeble-minded. It is true that the \$40 which it costs annually to keep a feeble-minded child in the public schools is absolutely lost. In addition, the rate of progress of normal children is so retarded that the efficiency of the \$40 spent on each normal child is largely reduced. Suppose that the efficiency of a class is lowered by only one fortieth by the presence of one feeble-minded child, the total loss from this source must be in the aggregate tremendous. It is altogether probable that at least \$35,000 of the school revenues is annually wasted in Toronto by attempting the impossible task of using the same institutions to train children of all grades of intelligence. If it were possible to add to this the economic loss resulting from the delayed entrance of normal children upon their life work and from the economic helplessness of feeble-minded children, who might have received training which would make them wholly or partially self sustaining, the total would be staggering. It has been conservatively estimated that feeble mindedness is causing an annual loss to the Dominion as a whole of \$12,000,000. This would represent for Toronto a wastage of about \$700,000.

If a fraction of this amount were to be applied courageously and intelligently to the education and care of our mental cripples, the problem could be solved as nearly as such a problem can ever be solved.

It is to be hoped that when the actual measures to be adopted are decided upon that it will not be found that large sums have been invested in bricks and mortar and the construction of monumental buildings. We can best show our sympathy by reducing to a minimum our capital expenditure and consequently our annual debt charges so that a large percentage of our annual income can go into instruction and intelligent care. Too often it has been found that, after buildings were provided for, the future income had been so far mortgaged as to leave an inadequate amount for the employment of skilled teachers and guardians. It requires genius to teach a feeble-minded child. Let us put more money into brains, ability and training and less into buildings, ambitious designs and trimmings.

This financial policy, fortunately, is directly in line with the methods which have been found most satisfactory in practice. Institutional control of human beings is sufficiently ghastly in any case. The care of feeble-minded children in huge institutions is unbelievably ineffective and cruel. The normal child needs a family. The feeble-minded child cannot have one, but the nearest approach possible to family life is his due. The cottage system, in rural surroundings, is the only solution which gives a chance either to society or to the feeble-minded wards of society. When financial and educational efficiency so closely coincide, can there be any hesitation in taking promptly the necessary steps?

The necessary land is already in the possession of the city. The use of public land for this purpose is in line with the recommendations of the Social Service Commission. The Board of Education and the Separate School Board are in positions to assume the effective control of the educational end of the work. Why delay?

SCHOOL EFFICIENCY.

The Toronto Bureau of Municipal Research is doing specially good work in bringing home to the citizens of the Queen City "in tabloid form" recommendations and suggestions from those best qualified to know. For instance in white paper No. 13 appears among other tabloids the following under the table of "Measures of School Efficiency."

"During the past decade many cities of the United States have spent considerable effort in the endeavor to arrive at some standardized test of school efficiency. No little incentive to seek such a prop for the responsibility of official opinion may be found in the conditions of municipal strife and party politics with which the selection of American school superintendents is sometimes associated, a condition most fortunately unknown in Canadian administration of schools. The tendency to so measure the merit of the schools is also in some part a reflex action of the present day passion for commercialism and material thrift, and the standards of judgment thereby encouraged. To a good extent also it is based on a desire to find a means of placing clearly and succinctly before the people, from time to time, a fair account of the progress of public education."

"Among the dangers to be recognized in the attempt to measure school efficiency in quantitative terms is over-emphasis of the certitude and the importance of the results apparently indicated, abstraction of the attention of teachers from the spiritual element in their work, and the promiscuous substitution of a more or less artificial and dehumanized standard for the responsible personal judgment of the experienced educator."

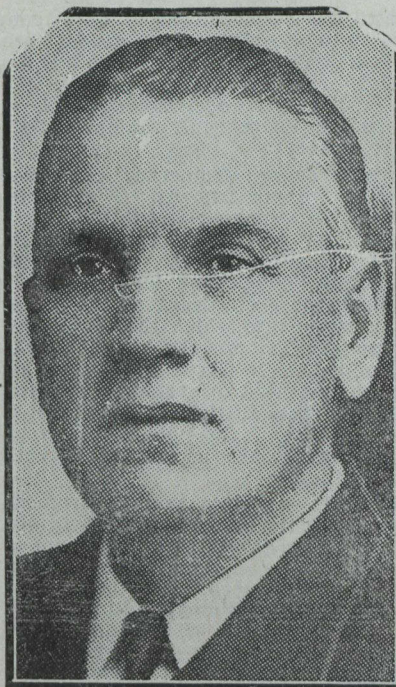
"At the same time it should be recognized that there are fields in which school statistics may be usefully employed in representing certain conditions and results. The classification of school receipts and expenditure according to the special object in each case makes it possible to furnish information as to the cost of the various school functions. Records of school attendance, ages and progress in various forms, dropping out before completion of the course, markedly slow progress and other statistical data are of interest at least to those directly occupied in the work of the schools. Certainly also some of these conditions are of great importance to the individuals directly concerned and of too unrecognized importance to the public, so much so that every decent means of awakening a more general public interest may render valuable service to education."—Chief Inspector Cowley.

SOLVING HIGH COST OF LIVING.

The railway unions of North Bay have solved the high cost of living. Some time ago a special committee was appointed to purchase food and fuel supplies as required by their members. The committee has handled within a single week two carloads of potatoes, two cars of wood, forty head of cattle, two tons of honey, eight carloads of coal, and fifty carloads of hardwood. In a few days it expects a carload of groceries and two of apples. The committee is composed of twenty-five members, representing different crafts, and has saved 30 per cent of its purchases to date.

A Man of Public Service

By E. W. REYNOLDS.



CONTROLLER JOHN O'NEILL,
TORONTO.

Toronto is a city of reactionaries politically, so it is said by the disappointed politicians, who ever they may be, but in its municipal development it is progressive, almost radical. The portion of the Toronto electorate who have sufficient interest in the welfare of their city to vote its City Fathers into office each New Year's Day, have been particularly fortunate in their selections this year. These men have taught the citizens that the duties of a member of the City Council extend beyond the administration of departments that lay sidewalks, build roads and bridges; that the modern city father gives heed to the social welfare needs of a great city.

The stories of far-reaching developments are generally the stories of men. The human element plays a conspicuous part in city life, therefore the stories of the inauguration of city-playgrounds, municipal abattoirs, civic car lines, and industrial farms by the city of Toronto are the stories of the man who brought them into being. The man who ploughed the lonely path of a pioneer, and stormed the breastworks of adverse criticism.

Every time a convention or big delegation of important Canadian or United States, citizens visit Toronto, they ask to see the city's playgrounds, the municipal abattoir and the industrial farms, and they look for Controller John O'Neill, the city father—in a real fatherly sense—who was the means of bringing these institutions into being.

Born in "Cabbage Town"—its very name describes its sordidness—John O'Neill ran shoeless and ragged, and played his games with his boyhood chums under freight cars and in many dangerous localities. But through industry, intelligence and integrity he rose above his station in life. By dint of hard labor he became his own master, and, in the legitimate channels of trade he amassed wealth in his native city. When wealth brought leisure he turned his attention to the service of the people. Elected an Alderman, he commenced his service with the young people. He went back to his boyhood days and constructed the O'Neill playgrounds on the site where he spent his own play days. To-day, through his example, Toronto possesses a remarkably fine system of summer and winter supervised playgrounds, copied by many cities south of the border.

The young folks "dealt with," Alderman John O'Neill aspired to a set on the Board of Control, as he wanted to do something for the grown-ups and the old folks. He hated the conditions under which the unfortunate inhabitants of the jail lived, and commenced an agitation for an industrial farm, where men could be encouraged to regain their respectability, and helped on the high road to good citizenship under health-giving conditions. He struggled for some time, but the beautiful blocks of fine buildings on the Thornhill Industrial Farm, 18 miles north of Toronto, are monuments to a man who has served his fellows. The dank, sordid, and unsanitary jail is empty to-day. There are no longer "prisoners" in Toronto, but "inmates" at Thornhill, and many of the city's most inveterate jail birds are now earning a respectable living.

The success of the Thornhill Farm encouraged the City Council to purchase a farm for women in Vaughan township, just three miles away from Thornhill. The

success that has characterized the one has characterized the other. Unfortunates, including women of the street and dope fiends have been taken to the Women's Industrial Farm and have made good. Any of the then worst characters are now engaged in domestic service, and are visited once a week by the city's parole women. This is a regeneration that is real and vital.

Early in 1914 plans were prepared for the erection of an Old Folk's Home at Thornhill but the spectre of war ceased these operations, and will do for some time to come. Nevertheless, there is a probability that the home will be established as soon as possible after peace is declared. The need is already seen by the City Council.

The doings of the Municipal Abattoir are already well known to the wide circle of people interested in municipal government. It has proved itself a boon to Toronto as the loophole through which the people may escape from the meat combine. It permits the small man to do a legitimate business, and prevents prices from soaring outrageously high.

Toronto, like most cities, is in the grip of a transportation company, which refuses to give a service in the less populated districts, while the Privy Council proved the futility of the city fighting it. It was therefore up to the city to build and operate its own lines, and Controller John O'Neill put his weight behind the movement that emancipated thousands of citizens who had to walk miles to the nearest carline before getting to work.

Such instances of a devoted public service could be cited almost ad infinitum, which proves that there is an infinite variety of scope for the would-be servant of the people in the municipal world. Civic government is the most important of all governments. The Alderman, the Councillor, the Controller and the Mayor is in direct contact with the people and may easily make or mar the dignity and prestige of any city. Controller John O'Neill in Toronto is the personification of all that is good in civic life. No man has fewer enemies or greater support in his fight against vested privilege. A city is indeed well served by such a man.

MORE CO-OPERATION WANTED IN MUNICIPAL GOVERNMENT.

City Clerk Baker, of London, who was delegated by his council to attend the convention of the National Municipal League, recently held in Springfield, Mass., has published his report in the form of a pamphlet, at the end of which are a number of recommendations. The last one in particular is interesting as showing that Mr. Baker followed the papers and discussions with much profit to himself and his council. The recommendation, which we print below would seem to show that London's clerk has come to the same view as Sir James Aiken, whose address is published on another page, on the subject of municipal government.

"The administrative functions of municipal government should be separated from the legislative. The City Manager (Czar) is a failure. Most of the men with whom I had personal conversation seemed to think that the ultimate solution in the United States of their form of government will be a fairly large legislative body with a smaller executive body of three to five men and a City Manager, whose duty it shall be to manage all city affairs subject to direction and control of the executive body. The mother of parliaments, the British, is so managed. The tendency of all reforms in the United States is slowly, but surely, drifting in that direction.

The greatest lack of the present form of municipal government is the lack of co-ordination between officials and departments. Co-operation in business management has been proven to be the key to efficiency and that result will be secured by the appointment of one man to manage city affairs, or by the joint action of an executive body. The schools of the future must train for life problems and municipal government is one of the greatest life problems. The question of making efficient the forms of government we know have given greater promise and results than the introduction of new methods of government."

The History and Standing of Municipal Government

SIR JAMES AIKINS.

Sir James Aikins, the new Lieutenant-Governor of Manitoba, in an address before the Manitoba Union of Municipalities, handled the subject of Civic Government in Canada with a masterly erudition worthy of the reputation of the speaker. As the whole of the address applies equally to every municipality in Canada we take the liberty of reproducing it in these pages:

The Union of Canadian Municipalities portends great good in rendering more efficient municipal organization and in developing true nationalism.

In the report of the address of the President of the Sixteenth Annual Convention in August last, the statement is made "that the Union of Canadian Municipalities was formed in 1901 for the double purpose (1st) of securing beneficial legislation, and (2nd) for safeguarding municipal interests throughout the Dominion." And another expression is used, namely, "the need of concerted effort by the municipalities to protect municipal rights was never more necessary than during the last session of the Dominion and Provincial Parliaments. . . Provincial and Federal rights were safeguarded, but Municipal rights were being encroached upon and violated."

A question very naturally arises, what are those rights and interests which are liable to be encroached upon and which require the protection mentioned, and in what way are they likely to be invaded or destroyed; from forces outside, or from internal neglect and weakness? In this connection may I refer shortly to our system of Government in Canada. The head of it is His Majesty. Legislation reads—"His Majesty, with the advice and consent of the Senate and House of Commons or Legislative Assembly, enacts as follows:—55 The only legislation that does not so read is that of our municipal councils—which have no limitations put on them, save by the statute which creates them. His Majesty by legal fiction is present in all His Courts of Justice, commands His armies everywhere, and receives votes of revenue, and disburses it, and because he acts on the advice of the people's representatives, can do no wrong.

By the British North America Act, executive government and authority of and over Canada is declared to continue and be vested in the reigning Sovereign, but that is exercised usually by the Governor-General, or Lieutenant-Governors representing the Crown, with the advice and consent of the Privy Council of Canada, or the Executive Council of the Province. The Imperial Parliament has transcended power of legislation, and indeed of administration, over all the Empire but rarely exercises it, save at the request of the self-governing nations forming it.

All power of legislation, except as stated, is divided between the Federal Parliament and the Provincial Legislatures by Sections 91, 92 and 93 of the British North America Act. For instance: The Dominion by Parliament is authorized by Section 91 to make laws for the peace, order and good government of Canada, those relating to trade and commerce, postal service, militia, navigation, banking, negotiable instruments, criminal law, and other subjects.

The provincial legislatures have allocated to them the right to make laws, among other things, on direct taxation in order to raise revenue for provincial purposes, Municipal Institutions, local works and undertakings, property and civil right within the province, the administration of justice in the province and generally matters of merely local or a private nature. It will be seen from this that those things which are most important for the general good of the community and which touch the people in their daily life most closely are placed within the jurisdiction of the Provinces. Municipal institutions are subject to the jurisdiction of the province and the municipalities in Manitoba, their powers, rights and duties are the creation of our local legislature, and subject at all times to its will. They have therefore no fixed constitutions like the Federal or Provincial bodies, unchangeable except by the Imperial Parliament. Any alteration of Municipal legislation by the Manitoba Assembly is therefore not an encroachment on their rights.

The Manitoba municipal system adopted in the earlier history of Manitoba was largely taken from the Maritime provinces; subsequently based on the Ontario system. The Municipal Act shows what large powers, both of legislation and of administration, have been given to municipi-

palities, concerning health, infectious diseases, moral conduct, amusement, feeble minded, marketing, weeds, care of animals, roads, water, punishment for breach of the by-laws and apprehension of criminals, and subjects too numerous to mention—a People's government which is not required in its legislation to take off its hat to His Majesty or His representative.

Canada is a democracy, but a democracy organized on the basis of representative government. The people elect their representatives to Parliament and to the Legislature. The people elect their mayors, Reeves, aldermen, councillors and other municipal officials, who are expected to act on behalf of the people and for the benefit of the people—not for the purpose of advancing the power or influence of the organization into which they are elected. The view that the people exist for the benefit of the state or national government is a German view, which may be described as an enslavement to system, which the people do not control; not the British idea, which is individual liberty and the right of the people to govern themselves. These two systems are in an awful death grapple in the present conflict.

Such is the machinery of legislation and government in Canada. It is a pyramid, the base of which is the people and the top of which is His Majesty surrounded by His advisers. It may not be the most perfect system, but it is good, and if well operated by competent and intelligent men, men with conscience and kindness, will be effective and for the public welfare. If it fails, if your municipal system fails, it will not be because of the system—but of the lack of vigilance, sincerity, honesty and public spirit of the people and of their representatives, and the cause of failure will not be so much in those representatives as in the people themselves. The old system of one man government, or government by a few, was as if the pyramid I have mentioned was standing on its apex, always wobbled horribly, and then fell, and nations perished and in the confusion the people suffered. If in the British Empire it again stands on its head, it will be because the people or the legislators fail to appreciate their rights, privileges and duties, and thus give the opportunity to some ambitious, self-seeking person or persons to turn the system over from the base on which it stands, the people.

Our difficulties, in respect to popular government are somewhat increased by the incoming of people from other countries.

There is no privilege that a native has, no matter what he has done for his country, that an adopted citizen of three years standing has not; but we have some adopted citizens claiming rights and privileges merely because he is an adopted citizen. That is wrong! Let them enjoy with us all the privileges but bear with us the burdens we are expected to bear.

For if the people by their intelligence, sincerity and honesty of soul and purpose are qualified to rule, they must govern or lose their freedom, and eternal vigilance—and that means unsleeping care, effort and time on the part of all the people, not a few of them—eternal vigilance is a small price to pay for liberty and the right of people to govern themselves. Our elected representatives will be what the people generally want them to be. Is it necessary to preserve their rights that there be initiative and referendum? If the people as a whole are not as competent to legislate as representatives may not such a system be a menace to your municipal institutions? For could they not then legislate at will under any influence, any impulse and at any time, and thus encroach upon what in Montreal was designated as "municipal rights"?

I only ask the questions but I dare not continue this lest I should be considered as touching upon party politics. It is said that Lord Dufferin, Governor-General of Canada, when he came out was struck with the name "grit" as applied to one party, and to get off a pun, not thinking of how partisan feeling was here, likened himself to a person going around with oil to make wheels of government run smoothly, and keep out any grit, at which some reformers took umbrage. I must be neutral. What I wish to impress is that if there is a proper selection of men to your legislative councils, Reeves, councillors, mayors, etc., and if these men so elected have a proper conception of the rights of the community and of their

THE HISTORY AND STANDING OF MUNICIPAL GOVERNMENT.—Continued.

patriotic duty, an ardor for public good not only will municipal rights be preserved, but municipal powers will be increased, for what the public want, what they expect, is an intelligent, whole hearted and honest administration of their public affairs. But that means some encroachment on the time and energies of those who assume these duties and responsibilities of representation. Are such representatives always honest and intelligent, always industrious, always sincere? Are the people themselves with whom those representatives deal always square and honest? Is there no grafting of a petty nature, no scamping of municipal work, in statute labor, construction of roads, in cutting of noxious weeds, building of culverts and the like?

I have noticed in the addresses and papers read at the meetings of the Union of Canadian Municipalities numerous references made to dishonest and crooked work in the municipalities, to the great waste of money, because of the negligent and incompetent manner in which work is done. Who present has not seen or heard of such? I do not intend to mention what of it I have seen and what has been brought to my attention in the course of my professional duties, but this I say without hesitation, if the spirit of negligence, dishonesty and graft was as proportionately great in the House of Commons as in some municipalities and it became known in the country, the House of Commons would become a by-word and a hissing in Canada.

Put a cone of sugar on a table on which there is dirty water and see how quickly it will climb to the top, and so if the pyramid of democratic government is at its base tainted that taint will quickly travel into council, legislature and Parliament, but it is not liable to be as bad at the top as at its base. Greater purity and efficiency is expected, and properly expected, from those whom the people select for high office, "and if they fall, they fall like Lucifer, never to rise again."

I have not time to discuss with you the best form of municipal government to avoid incompetency, dishonesty and inefficient work, and to secure its opposite. It must be borne in mind that the functions of municipal government are twofold—legislative and executive. The first should always be in sympathy with the needs of the people and sensitive to sound public opinion. Therefore, numerous representatives are more likely to eliminate individual peculiarities and to give effect to the will of the people than a few, and the by-laws passed by the larger body more likely to have popular concurrence. But a large body of representatives is not as likely to be as efficient in executive work as if it were centralized in a few competent men. Consequently, the system of large representation in the council will better protect in legislative by-laws the rights of the people, but be weak in executive work through committees. A small council or commission elected by the people for a number of years will be more efficient in administration but is not as likely to reflect the will of the people in legislative acts, and the danger of breeding dictators and bosses is infinitely greater. The system of elected controllers for executive work and a council for legislative duty and as watchmen for the people on executive work seems to combine some of the advantages of both.

In this time of trouble and distress in Canada, when the bravest of our men are making willing sacrifice to save the greatness that Canada as a nation and we as a people hope to attain and enjoy, it is proper for us to take stock of ourselves and our institutions and our conduct, public as well as private, and expel the evil that is among us, cleanse our ways and put our house in order, take a higher and broader outlook, get a new grip of ourselves, and a more resolute will. Let thrift take the place of reckless expenditure, vigilance the place of apathy; ardor for the welfare of the community, not a calculation of how much one can manage to get out of it; public spirit in place of personal pettiness. Let us not forget the real original meaning of *Municipium*, 400 years B.C. when municipalities were first created—munus, a duty of service, and capere, to take and that the chief feature of the municipality was the acceptance and performance of certain services to the Government that created it; that 600 years after, the right of suffrage was given as a privilege. Guard your ancient right of suffrage, as freeholders. Let not the ignorant or those who have no stake in your

municipality rule your destinies. But remember that the privilege of a freeholder and of the franchise carries with it public duties, unless we are recreant and prepared to ignore the commandment to love our neighbor as ourselves and take the consequence of our disregard, those duties must be conscientiously performed or the result of our apathy and indifference will be visited upon the children and neighborhood for generations. When thinking of this, I have wondered why our Dominion Government in this crisis has not asked our Municipal government to aid in raising troops to help us in this war in which the life of our nation, the continuance of our municipal and other free institutions, our right to govern ourselves are at stake. In the former days, the municipalities were called upon to perform the same service in legions as the full Roman citizen, and thus to defend their rights. Why not now? I am sure the municipalities — at least in Manitoba—would most loyally respond. For in them we have the sturdy folks, the lovers of the land, of home and families, people who are anxious to serve in some way. Though you may not be called upon as municipalities to do so, do it anyway, as loyal Canadians, and avoid the awful disaster which may come upon us through defeat or an indecisive conflict. Those who fight and die or suffer wounds have given pledges and made vows for us at home and our generations to follow; they did not sing their love of Canada like birds, they acted it like men. It is for us who cannot go to match their ardor in our work at home—not for ourselves, but for our community, our nation; to clear our land of evil, drive the road and bridge the ford, that those who return, and the children of our heroes who grow up among us may inherit the blessings so dearly bought by their fathers.

It is a matter of profound satisfaction that our people have driven out to a large extent the ill that cursed so many homes, the liquor traffic; it is yours to make an end of it. Make the words "Canada" and "Canadian" mean something attractive and noble as well as mean strength, and make them an inspiration to those other and older nations.

I am happy as I think of you as a union of municipalities in Manitoba, and a still broader association—a Union of Canadian Municipalities. A glance at the map will show the geographical separations of the component parts—a group by the sea, then a province of a people of a different language, then the leading province of Ontario, as it is called, separated from us by an unsettled tract of 800 miles, then the prairie group, separated from the peoples of British Columbia by the mountain ranges. To have a strong Canada, there must be community of sentiment, of methods, inter-provincial trade and uniformity of business laws. Why should there not be uniformity of municipal law, an adoption throughout of the best municipal system, and in that respect at all events, make Canada united, and by frequent contact in meetings of the Union establish confidence among the people of all parts, create one nation spirit among the people. In this you can aid powerfully as you touch in municipal matters most closely the people's every day affairs. Let the people preserve unimpaired the right to govern themselves, and realize that upon them rests the prosperity, strength and the high character of young Canada and its future greatness.

DUKE OF DEVONSHIRE AS A POOR LAW GUARDIAN.

Since 1838—the beginning of the present Poor Law system—a member of the House of Cavendish has always been Chairman of the Board of Guardians in the Chatsworth district. When the present Duke received his appointment in Canada, he considered that he ought to resign, but the Bakewell Board—the one in question—thought otherwise. They stated, through their clerk, that a break in the continuity of the office could not be regarded as a calamity to the Union, and asked that the resignation might at least stand over until the next election was fixed by Parliament. The Duke replied that as the connection between the Board and his family was one of his cherished possessions, he was quite ready to leave the matter in the hands of the Guardians. The Duke therefore still remains Chairman of the Board.—*Westminster Gazette (England)*.

Municipal Affairs in Manitoba

H. E. MORTON.

Revision of Winnipeg's Charter.

A revision of the Winnipeg city charter, which, if fully endorsed by the Manitoba Provincial Legislature will result in a clean sweep being made of many of the old by-laws, is now under way. In the legislature itself, the proposal to deal with the heavy task this session is looked on with disfavor by members from outside constituencies, who know the work would occupy at least several weeks, and are loth to give so much attention to it.

The charter itself, however, by being constantly amended over a number of years, has reached a condition which even in moderate language might be described as chaotic, and all candidates at the recent municipal election, from the mayor down, termed it as such and promised to give a revision their unqualified support. The necessary work of straightening it out has been put off from session to session, until it could hardly be delayed longer without injury to the city's interests.

While the civic legislative committee contains many good men of wide experience and well versed in municipal law, the opinion has been freely expressed that a good plan would be to entrust the problem to a committee of experts, as is done when the statutes are codified, even at the risk of further delay. It seems, however, the universal opinion of the council that, for once, election promises must be kept at all costs, and while there are those who hold that a body such as suggested could spend the whole summer going carefully over the charter, re-drafting it and putting in into shape for the legislature to deal with at next session, the majority think otherwise.

As it is, many questions will arise on the suggested enlargement of civic powers, one of the most contentious problems being that of municipal trading a by-law for which has reached a respectable stage for presentation after many weeks of labor, but which stands every chance of being killed by a legislative body which thinks it hasn't the inclination to attend to such matters just now.

Efforts have been made before by the civic legislative committee to secure a two-year term for the board of control, the members of which are at present elected only for one year, but these have always been defeated when reaching the city council chamber. This year, it appears probable that the council will adopt the recommendation of the committee, in which case it will accompany other legislation to the legislature. Much may be said in its favor, its greatest advantage being the continuity of service it assures the city.

At no time since the Board of Control was appointed has an entirely new board been elected, but such a contingency is always possible. With two controllers being elected each year for two years, there will therefore be always two members thoroughly conversant with the city's affairs, the administration of which should thus benefit considerably.

The by-law dealing with the election of the board will also make it obligatory for an elector to vote for all four controllers or none at all. In other words no plumping will be possible, and the risk of future franchises, the gift of the city, being exploited at the taxpayers cost will be far removed.

Undoubtedly anything is better than the present seat or "duty" system, defined as "A," "B," "C" and "D," this frequently resulting in the election of those who in one letter, poll less than a defeated candidate in another. Even the former system of voting for controllers in which all the names were on one ballot and the candidates receiving the highest votes were declared elected, was preferable. The Single Transferable Vote, however, is held by many to be better than either and the suggestion of its adoption, although coming too late for this session of the legislature, will be considered during the year. No controllers could, under this system, represent, as one controller does, less voters than two of the unsuccessful candidates, and a minority of those who voted to fill his seat. Only by permitting the elector to indicate to whom he would wish his vote to be given, if the candidate for whom he originally voted does not need it, can the true choice be determined. The votes cast for a candidate who is hopelessly beaten or who is overwhelmingly victorious are clearly wasted—entirely in the first case, and to a large extent in the second.

Civic Light and Power a Success.

The growth of Winnipeg's civic light and power department, which in October next will celebrate its sixth anniversary continues, despite war conditions, which have adversely affected many other lines of business; and this in spite of severe cuts in its already low rates, the lowest by far of any city on the American continent.

Great progress has been made by encouraging the use of electricity for purposes other than lighting, such as cooking, heating, vacuum cleaning and other domestic and commercial applications. This has been done by reducing the minimum, where a special heating or cooking circuit is installed, from 75 cents per kilowatt of connected load per month, to fifty cents per month irrespective of the load. The effect of this is best illustrated by considering an electric range which has a capacity of about 5 K. W. Previously the monthly minimum on such a range was three dollars and seventy-five cents net, as compared with only 50 cents under the new arrangement. No. 2—content with solving the heating and cooking problem for those who were in a position to install separate circuits for that purpose, the department has recently announced a "combination rate," called schedule "K," by which a residential consumer may connect heating or cooking apparatus to any light socket in his dwelling, provided the wiring is heavy enough, and the extra current so used is charged at one-third of the lighting rate, that is at one cent per unit, or, counting the 10 per cent discount, at seven-eighths of a cent per unit.

The fourth fiscal year of the plant was completed April, 1916, and showed a profit for that year of \$79,729.67, over and above all expenses, which amounted to \$915,781.70. As this latter amount includes over \$314,000 for annual interest charges and over \$291,000 depreciation reserve, this showing is the more remarkable when it is remembered that this department reduced the lighting rate in Winnipeg from nine to three cents per kilowatt hour, and established the very low rate of one cent for heating, and that before a sufficient number of consumers could be obtained and connected up, a deficit of approximately \$142,000 was incurred. This deficit has been entirely paid off, and in addition, at the time stated, there was a reserve surplus of approximately \$80,000.

Following the advice of the city electrician, legislation is to be prepared governing the sale of electric appliances in the city, all of which will in future have to pass a test and be certified before being allowed to be placed on the local market.

Brandon Revising System of Assessment.

Brandon's city council has decided to revise its system of assessment. At the last meeting of the city council the most important matter discussed was a report from the civic financial committee respecting changes in the mode of assessment. The report urged that steps be taken at once to secure legislation on the lines laid down, one of the most important changes being an alteration in the time of making the assessment, and recommending that this be done between the months of May and October the year previous to making up the lists.

In connection with the establishment of a permanent board of valuation and revision, after the manner of the same board in Vancouver, which is composed of the assessment commissioner the ex-assessment commissioner and two ratepayers the report suggested that for that city the board should consist of the assessor and two resident ratepayers, the ratepayers not to be paid a salary, but a given sum per meeting; to be engaged by the council and not to be members of either the council, school board or parks board.

CIVIC IMPROVEMENT AND CONFERENCE LEAGUE.

A telegram has been received from Ottawa, from ex-mayor W. Sanford Evans, stating that the invitation from the Civic Improvement League, of Winnipeg, which was sent to the Dominion Council, inviting them to hold the conference of Dominion organizations in Winnipeg, has been accepted. The date of the conference has yet to be fixed, but it will likely take place in April or May.

New Form of Civic Administration Recommended

The following is the report of a committee appointed by the City Council of Guelph (Ont.), to investigate different systems of civic government with a view of improving the present system:

Since the appointment of your committee in April, we have had fifteen meetings and have investigated to a considerable extent many systems of Municipal Government. Municipal Acts and City Charters have been obtained from the various Provinces of Canada; also charters and other information respecting the systems of Municipal Government in the cities of the United States covering cities from the Atlantic to the Pacific and from the Great Lakes to the Gulf, including systems of Municipal Government under what is known as the Federal System, the Commission form with a City Manager and the Commission form without a City Manager. We have also secured much information with respect to City Government from numerous cities in England, Scotland, Ireland, the different states of Australia, New Zealand and South Africa and have considered to some extent the German and French systems and also the report of the sub-committee, of the committee on Municipal Legislation of the Associated Boards of Trade of Ontario, with respect to systems of Municipal Government, but we have failed to find any system which might be copied in its entirety that would be suitable in our opinion for the City of Guelph.

To outline even briefly the various systems and to discuss what we might consider their weak and their strong points would require such a lengthy report that we fear very few would ever take time to read it and if they did the great number and variety of systems would cause confusion.

To our mind the best results are obtained in some of the European countries, but in some of these countries their systems of government are so different from ours that it would be impossible for us to follow them.

We are of the opinion that the most useful suggestions may be obtained from a study of the English system of Municipal Government, and we therefore think it advisable to outline briefly the main features of this system.

A number of the English cities have for many years, owned and operated their public utilities such as water-works, gas plants, tramways and electric light plants, and not only have they managed these successfully, but their Municipal Government with respect to other matters is admitted by students of municipal systems to be of a very high order and giving better results than are obtained either in the United States or Canada. This being the case, we think it advisable to give particular attention to their form of city government and endeavor to ascertain how these results are obtained.

The English City Council is a large body composed of Mayor, Aldermen and Councillors. The Councillors are elected three from each ward for a three year term, one Councillor retiring each year. The Aldermen are appointed by the members of the Council for a term of six years, one-half retiring every third year. There are one-third as many Aldermen as there are Councillors. The Aldermen and Councillors meet together and have similar powers. At the first meeting of the Council in each year, a Mayor is elected by the Council. At this annual meeting it is customary to arrange the various committees for the year. Each department is managed by a Committee and the role which the Council committee play in the administration of an English city is extremely important. It would be safe to say that nine out of every ten matters of routine are virtually settled in committee and come before the Council only for formal ratification. In view of the fact that the members of the committees are laymen, it might readily be assumed that the committee would be likely to cope very ineffectually with the large number of technical problems which they have to solve; and this would probably be the case were it not that behind the committees there is stationed as a steadying factor, the permanent, professional, paid officials of the municipality. To every important committee meeting, one or more of these officials are almost invariably summoned. They have no right to vote, but their counsel carries strong weight with members of the committee, particularly if the matter in hand is of a technical nature.

In England, the most potent factor in securing efficient and economical administration for the municipality is the plain fact that the actual conduct of affairs is intrusted very largely to professional officials who hold office for

long terms. According to William Bennett Munroe, Ph. D., L. L. B., Professor of Municipal Government in Harvard University, it is the existence of this policy throughout Europe and the absence of it in America that distinguishes the municipal systems of the two continents.

The character of the men composing the Council, the continuity of office both with respect to the members of the Council and the officials and as has already been pointed out the entrusting of the administration very largely to professional expert officials are the factors which appear to have produced the satisfactory results which have been obtained under the English system of municipal Government.

Your committee are of the opinion that it should be our endeavor to devise a system of city government which would give longer terms of office to the members of the Council; induce our ablest citizens to aspire to seats at the Council Board, and utilize to the fullest extent the permanent paid officials who have given years of study to their particular departments.

With respect to the City of Guelph, your committee believe that the work done by the Water Commission, the Light and Heat Commission, the Sewerage and Public Works Commission, the Board of Parks Management, the Board of Directors of the Guelph Radial Railway Company, the Board of Directors of the Guelph Junction Railway Company and the City Council should be done by one body of men, but the members of that body should have greater continuity of office than the members of the City Council as at present constituted. We do not think it in the best interest of the City of Guelph to have its Municipal business transacted by various independent bodies. Under the present arrangement, it is impossible to properly organize and systematize the City's Municipal business. We also believe that a Council organized somewhat after the English City Council would possess the necessary characteristics and would be most likely to produce the desired results.

We would therefore recommend the abolition of the aforesaid Commissions, Boards and Council and the substitution thereof of a Council composed of twelve Councilmen to be elected by general vote of the electors to hold office for three years, one-third returning each year and four Aldermen to be elected by the members of the Council to hold office for four years, one retiring each year the said Councilmen and Aldermen to possess the qualifications required for members of a city council under the Municipal Act and to have equal powers, rights, authorities and privileges and that the members of the Council at their first meeting in each year elect an Alderman and also elect one of their number Mayor, using in both elections what is known as the preferential ballot.

Your committee deem it very important and we would strongly recommend that the committee of the Council make the official heads of the various departments responsible for the administration of their departments, giving them the necessary power for successful management and also require the attendance of such officials at committee meetings to make such suggestions and give such advice as they may deem to be in the best interests of the City.

As the city clerk, from the nature of his duties, has a better opportunity than any other person of becoming familiar with the work which is being done in the various civic departments, and by attendance at all committee meetings of the Council is familiar with the matters under consideration by the Council or its committees, your committee would recommend that he be ex-officio a member of all committees with the right to take part in the discussions, but having no right to vote, and that it be his duty to recommend to the Committees of the Council for adoption such measures as he may deem necessary or expedient and that he also keep the Committees fully advised as to the financial and other conditions and needs of the city and as to other matters pertaining to the work of the Committees of the Council.

Your Committee would further recommend that the City Council submit a by-law embodying the recommendations contained in this report to the electors at the election to be held in January, 1917.

A By-law as suggested in above report was submitted to and approved of by the electors at the recent municipal election.

New Wine and New Bottles

By J. S. WOODSWORTH, Director Bureau of Social Research.

We live in a new world — new in a great many ways. In this age the scientific view of life dominates our thinking. For us the world is no longer made up as it were of isolated atoms, of unrelated phenomena. The world is a unit, almost an organism. Every event is definitely related to other events. As we perceive these relationships, we can understand the present, interpret the past and prophesy, if not direct, the future. To us has been given a magic key that enables us to unlock the doors of mystery, a guiding thread that leads us through the maze that perplexed our forefathers.

Physical disease, for example, is dreaded as much to-day as it ever was—perhaps more so; but our attitude towards it has altogether changed. We do not bow before it in hopeless despair; we rise to meet it and are inspired in the conflict by the hope of ultimate victory. We finally expel the dreaded invader, not by means of incantations, but by the injection of warring germs which fight for us. It all sounds like a fairy tale, but this is precisely what is taking place every day in our hospitals.

Poverty is still with us in all her ugliness but we no longer talk of quiet submission. We organize a campaign of social reform with the full assurance that certain social readjustments will banish poverty and her evil brood.

Even our view of crime is undergoing a revolution. We think of it as due not so much to native depravity or moral delinquency as to mental deficiency or lack of proper training. Hence our attention is directed not to retaliation but to treatment. This involves no little change in our campaign, and methods and institutions.

Side by side with the scientific view of life material developments and social changes of the most far-reaching character have come with bewildering rapidity. Within our own life time we have adopted the telephone, electric lighting, wireless telegraphy, electrically run cars, and aeroplanes and submarines. What was yesterday a wild dream is to-day a commonplace reality. In Canada within a decade and a half a flood of immigration has poured in upon us; great cities have grown up almost overnight; new industries have been established; a wave of commercial and speculative activity has swept the country, and before it fully receded the great war struck us. Thus we—a series of remote communities in British North America—have been swept into the great world currents. We are simply dazed with the rapidity of it all. No wonder that our steps have been somewhat unsteady.

In the face of changed conditions and novel temptations, the old ethical standards proved inadequate. Men who would not have dreamed of stealing a cent from the pocket of an individual fellow-citizen stole without compunction millions of dollars from the common purse. Ideals of service, generosity, fair play, were pushed aside in a wild scramble for newly discovered resources of a rich and unexploited country. All, it is true, had a chance at the game; the few only gained the prize. So, with the assistance of responsible officials, and with the approbation of the public we have demoralized the business and political life, and mortgaged the future of the whole country.

Amid the strain and stress and without altered views of life our old theology has gone by the board. There is no doubt of it. Any one who is at all in touch with modern conditions and at the same time knows anything of church history and doctrine is forced to admit that the most radical changes have taken place. The old phrases may still be upon our lips, old forms may still persist, but there is a new content, the welling out of a new life force. Few of us have as yet a reconstructed theology but we are by slow and painful degrees working it out. The new theology is social rather than individualistic, practical rather than metaphysical, a life of service rather than a round of religious services, a building up of God's Kingdom in this world rather than a longing for a mansion in the skies, a reaching out toward the brotherhood of man rather than a concern to be numbered with the elect, a steady trust in the ultimate triumph of right rather than a frantic effort to "get right" with an all-powerful judge, a fellowship with Jesus rather than an adoration of the Godhead.

Confessedly this transition period is a time of uncertainty. Some drift helplessly—without compass—on a sea of doubt. Their old anchorage gone, the fog hangs low about them, there seems no ray to guide, no voice to counsel or to comfort.

Others cling desperately to the old. The scrupulous observance of traditional forms, and the repetition of the old familiar phrases seem to act as a narcotic and induce a not unpleasant torpor. Sheltered behind century old walls, enveloped by the dim religious light these people seem to be able to avoid the glare and noise and confusion of the street. And yet they are not inactive. Through their unceasing efforts the tombs of the prophets are built and rebuilt and embellished. With their faces to the past they recognize the work of old reformers and yet remain oblivious to the advanced movements of their own way.

Others of us, though we cannot see clearly, see — or think we see — in which direction the light is breaking. We await the prophet of the new day. In the meantime we must be content to play the role of John the Baptist and cry "prepare ye the way of the Lord."

What should be our attitude to the old institutions? We respect them, of course, because of the place which they have occupied. Naturally we recognize with reluctance that they are no longer adequate to the new needs. What shall we do with them? Some sort of compromise suggests itself. "Put the new wine into the old bottles — preserve the old forms. The new wine will be less dangerous if poured out of the familiar old bottle. Perhaps the common people may not notice the difference."

Following this policy we attempt to read new meanings into old words and phrases. Up to a certain point this seems not only justifiable, but necessary. We proceed from the known to the unknown. We describe the unknown as best we may in terms of the known. Thus words are constantly taking on new connotations. But if the changes are not carefully explained and clearly understood, those responsible for the altered meanings are not ingenious and the truths are confusing.

In like manner the attempt has been made in all ages to put a new significance into old forms and ceremonies. While it is right to recognize the good in the old and to appreciate that good, there is a danger that the new may be absorbed by the old. The early church "christianized" many pagan customs and has paid the penalty by being more or less paganized. Every new life seems to develop its own life forms. At its peril it endues itself in forms that are the outgrowth of another or earlier form of life.

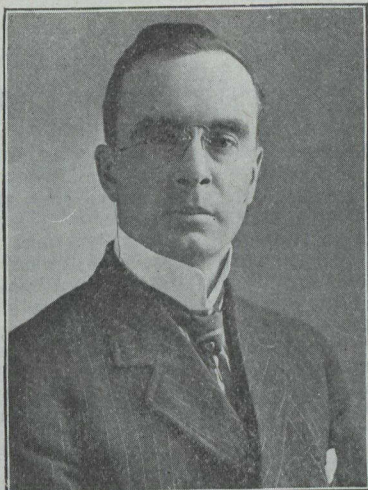
So with the attempt to regenerate old institutions. There is a subtle temptation to adopt this method in order to make rapid or visible progress. But there comes a time when the old machine must be scrapped, and if a new machine stands ready one need not bemoan the workmanship on the scrap iron.

The old order changeth, giving place to the new;
And God fulfils Himself in many ways,
Lest one good custom should corrupt the world
Comfort thyself!

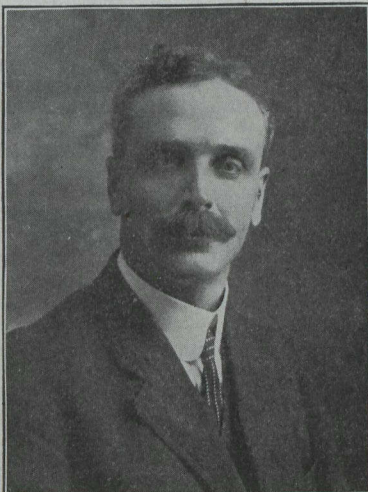
We must face the use of new bottles—new institutions, new methods, a new social order. In order to be very practical may I suggest some of the old church institutions that must be altered to meet new conditions. The pulpit has occupied the most prominent position in many Protestant churches. At one time the preacher alone exercised the functions of teaching and interpreting and exhorting and inspiring. To-day a score of other agencies share these functions. Newspaper editors, magazine writers, novelists, politicians, college professors, all occupy the pulpit. Indeed, some professional preachers have discovered that their "newspaper pulpit" reaches a much wider audience than the regular church pulpit.

Many ministers emphasize the value of "pastoral work." But to-day what is essentially pastoral work is being done—and in some cases being done more effectively by other agencies than the church. Think of the social service activities of our cities. The school nurses, the Juvenile Court judge, the probation officer, the friendly visitor from the Associated Charities, the vocational expert all share in doing many of the very things the minister used to do in his rounds.

Religious education is more and more being recognized as an essential part of church work. To-day the chief educational institutions for the young are the kindergarten, the public school, the colored supplement and the moving picture show. For good or for evil, the influence of these agencies far transcends the efforts that are being



HON. WILFRID GARIEPY,
Minister of Municipal Affairs for Alberta.



JOHN PERRIE,
Deputy Minister of Municipal for Alberta.

NEW WINE AND NEW BOTTLES.—Cont'd.

put forth by—say the Sunday Schools. A few of the more progressive churches are attempting to do what is being splendidly done by the best kindergartens and motion picture exchanges.

Fellowship has always had a prominent place in the church. To-day the lodges, conventions, summer-schools, also offer opportunities for fellowship, and fellowship on a high plane.

So with religious gatherings—these were at one time largely conducted by the church. Now other organizations arrange for meetings that if conducted in a church would be called religious meetings. In farmers conventions and People's Forums and political meetings one has felt the atmosphere of a great religious revival. In university lectures and theatrical or musical performances who has not at time experienced a sense of awe, of deep calling into deep, a silence, a choking, a thrill, a deep joy, a sense of consecration, the inrush of a new life. Surely these emotions are akin to those experienced in the highest type of religious gatherings?

No, the church has no longer—if it ever had—a monopoly of religion. The future of the church as an institution may depend largely upon a frank recognition of this fact and the implementing of this by suitable readjustments in policy and methods. The church is to-day giving service that is not being given by any other institution. There are other and higher services that the church is admirably fitted to perform—when she has gained the new Vision and caught the new Spirit.

Those who know anything of the new wine will not worry over the question of new or old bottles. Everything else must be sub-servient to absolute loyalty to the truth.

PROCEEDINGS OF THE NATIONAL CONFERENCE OF CHARITIES AND CAORRECTION.

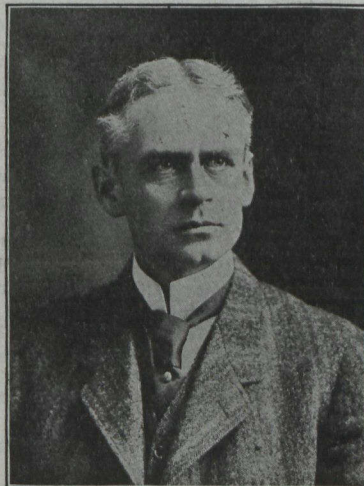
We recently received the report of the 1916 meeting of the National Conference of Charities and Correction which is made up of seven hundred and thirteen pages and well bound in cloth board. It is not often one reads reports with pleasure, but the proceedings in this volume have been so well edited that the reader is loath to miss one page. From beginning to end there is a sense of responsibility to treat the social problems besetting the United States in a practical and humane way. One notes the total absence of posing, all the speakers and writers treating their subjects as though they want to get results, not applause.

Altogether there are 108 papers divided into the following groups: Inebriety; Unemployment; Feeble-Mindedness and Insanity; Public and Private Charities; The Family and The Community; Corrections; Children; Health. Though every paper is essentially civic in character, one or two stand out as particularly applicable to the municipality such as "The Duty of Health Departments on The Alcohol Question," by Dr. H. Emerson. "The School as a Factor in the Mental Hygiene of Rural Communities," by Dr. T. Clark. "The Municipality and Public Welfare," by D. F. Garland. "Municipalization of Charitable and Correctional Work," by L. O. Rowe. "Co-ordination of Civic Effort in Small Communities," by R. A. Hoyer.

One special feature that one notes about the National Conference of Charities and Correction is its age. For forty-three years this excellent organization has been battling against ignorance and disease. In 1893 its membership was 230; to-day it is 2,803, and amongst its past presidents one notes the name of Miss Jane Addams. The present able secretary, Mr. William T. Cross, has held office for three years. The report is on sale at the \$2, at the offices of the Conference, 315 Plymouth Court, Chicago, Ill.

SURVEY OF MUNICIPAL PAVING.

The Milton Hersey Company, of Montreal, Winnipeg and New York, have submitted to the City of Montreal, in connection with their work as consulting, directing and testing engineers retained by the City in connection with the work of the paving department, a comprehensive report critically reviewing the present state of the City's paving work and making comprehensive recommendations for improvements in practical operation, quality and economy. The report covers thirty-five single spaced type-written pages, and was addressed to the Chief Engineer, Mr. Paul E. Mercier, under whom the Milton Hersey Company are rendering their specialized service. The practical end of the work is under the direction of Mr. Charles A. Mullen, formerly of New York, and the chemical engineering features are under the direction of Mr. Robert Job and supervised by Mr. Walter C. Adams. Mr. Mercier has expressed himself as being very highly pleased with the results to date of the Milton Hersey Company's work.



EX-MAYOR SANFORD EVANS,
Chairman Georgian Bay Canal Commission, who on behalf of the local league invited the Civic Improvement League of Canada to hold its next convention at Winnipeg.

Street Paving Economy

By CHARLES A. MULLEN,

Director of the Paving Department, Milton Hersey Company, Engineers, Industrial Chemists, Inspectors.

Strictly speaking, street paving economy may be stated to be the study of how to construct and maintain upon our city streets serviceable and desirable pavement surfaces at the lowest ultimate cost to the general community. Necessarily, the original cost of construction and the permanent maintenance cost are the ones to be determined first; but we must also reckon as closely as we can the other costs and values resulting from the different types of pavements available.

No consideration of paving economy can be of much value unless the points of desirability in pavement surfaces are first well understood. These points, as the writer has come to know them, are as follows:

1. Smoothness.
2. Cleanliness.
3. Sanitation.
4. Dustlessness.
5. Noiselessness.
6. Non-slipperiness.
7. Ease of traction.
8. Ease of Construction.
9. Ease of repair and renewal.
10. Susceptibility to repair and renewal.
11. Susceptibility to constant use.
12. Attractiveness of appearance.

After it is determined what is desirable, we turn to a consideration of what, considering the desirabilities, is most economical. The points to be considered in this connection are:

1. Cost of Construction.
2. Cost of repair and renewal.
3. Cost of permanent maintenance.
4. Cost of cleaning.
5. Cost of motive power to traffic.
6. Cost of resulting vehicular up-keep.
7. Extent of home industry involved.
8. Possible control of production.
9. Durability, relatively considered.

It can readily be conceived that with so many factors to be considered it might be found a very difficult problem to decide just what type of pavement surface a true study of paving economy would indicate should be laid on a given street. The writer has not found it so, however. A very careful study from the Municipalities' viewpoint has convinced him that not more than three types of pavement surface should be used in any one City; and of these three types one should be used on about ninety per cent of the street areas, and the remaining ten per cent should be divided between the other two types largely on the score of expense justification due to amount of use. Moreover, it seems that in ninety per cent of cases, the same three pavements, or possibly only two, should be used in the different cities. There are always exceptions to every rule.

A study of the paving map of most American cities will give one food for thought. Not infrequently we find four different kinds of pavement surface within the limits of a mile of residential street in which there is no change of grade or traffic conditions. Surely one of the four surfaces was superior to the other three for that use and should have been laid for the entire distance—even if one section was laid one year and another the next.

Unfortunately the engineer has too seldom been left to decide what the pavement should be. In some cases, the law leaves the matter to the owners of abutting property; in other instances, political considerations have had full than what material was used in its construction. It is in the belief that we are just beginning to emerge from this unfortunate state of affairs and that in the future the city engineers will have a deciding voice in paving matters—provided they can back up their decisions with detailed facts and sound logic open to the closest scrutiny—that this paper is written.

It is true, of course, that the city engineer is a general practitioner and that he will need the aid of specialists who make a life study of paving. This is also true in nearly every other line of industry to-day. The city engineer should, however, know enough of the broad facts to be able to determine when he is being imposed upon. He should realize the scope of the subject of paving and be able to distinguish good advice and direction from bad.

Many instances can be found in our cities where pave-

ments have been laid of a character and at an expense that can not possibly be justified by any line of argument whatever. Some pavements could not prove economical on the streets upon which they have been put if they lasted forever. For instance, I have in mind a pavement that was laid with the avowed intention that it should last control, and it was more a case of who sold the pavement forever—almost—and yet it is already disintegrating after two years; but even had it been capable of lasting indefinitely, the price paid for it was so great that it would have been a very bad bargain at that. There are many other cases not so flagrant as the one I have in mind which are still absolutely unjustifiable by any possible line of logic—yet, we go on laying these pavements.

There is nothing quite so lacking in real economy as for a city to try to economize on its street paving maintenance by not making the necessary repairs with reasonable promptness. In such cases, not only must the money supposed to have been saved, and more, be finally spent; but in the meantime a great community loss will have resulted to vehicle owners from wear and tear and to persons from injuries that may be directly attributed to the defective condition of the streets.

Could all costs actually resulting from the neglect to make repairs promptly be accurately calculated and charged to the pavement maintenance account, it might at once open the eyes of some of our short-sighted municipal financiers. As it is, not even judgments obtained in Court against the city, based on damages proven to have resulted from defective pavements, are so charged; and, in many instances, it looks as if it were a case of the responsible authorities holding that where ignorance is bliss it is folly to be otherwise. Certainly in a great number of cities, no attempt at all is made to consider the true economy of paving, and in others they seem to try to avoid collecting any useful information on the subject.

One unfortunate factor that has stood in the way of real economy in our street paving has been the lack of detailed comparative information about the actual cost of paving work. The writer has never yet seen a statement of paving costs issued by a city that told what he needed to know to thoroughly understand the paving operations involved. A few contractors have kept such records; but not even many of them have bothered to do so. An interesting case that I remember was where a city official was complaining about the cost of sand for his paving work, and talked about buying a sand pit to get cheaper sand. Upon looking into the matter for him we found that, of the price the city paid, over seventy-five per cent. went to the railroad in a very excessive freight charge. A statement of the details of the case at once convinced this city official that what his city needed to buy was not so much a sand pit as a railroad.

There would be more excuse for the all too prevalent present mode of procedure in most of our cities did such care in the paving really add to the cost of the work, but as a matter of fact it does not. Any specialist who thoroughly understands his work can save a city several times the cost of services in connection with paving work. Unfortunately, all some of our elected officials can see is money being spent that they think they can avoid spending, when as a matter of fact it is money that they can not afford not to spend, for the reason that a failure to do so is certain to compel them to spend many times the amount for wasted material and labor that can be saved by the proper direction of paving operations along scientific channels.

No city can be said to be in a position to deal intelligently with its paving problems until it has made a complete survey of the materials available and a careful estimate of the true cost of securing them. Such a survey is not an easy matter at the present time because of the difficulties thrown in the way of the investigators by those who now profit by a city's ignorance; but a considerable expense may be entered into by a municipality with ultimate profit to secure this end.

Every city should demand and see to it that their paving funds are spent and their pavements laid under expert and scientific advice, direction, supervision and control, and that when the pavement is done there shall be some com-

STREET PAVING ECONOMY—(Contd.)

petent authority that will definitely know that the work is in all respects as it should be.

What greater folly can we well imagine than for a city which has paid the price of and receive the best paving materials to then stand idly by while they are wasted and spoiled in the laying. A particular instance of this is the poor line work that is done in surfacing; so that a pavement, the material for which has cost possibly two dollars per square yard delivered on the street, as is the case with granite, is made humpy and hollowy to save possibly two cents per square yard and a little care in the laying. What greater folly than to buy good asphalt cement and then spoil the pavement surface in the mixing and laying. The small amount per square yard that is required to secure expert inspection and direction is lost in quality of the finished work many times over when such care is not given to the pavement during its construction.

There are three factors of cost in paving work; material, labor, and interest on money. The latter is by no means the least when figured into a total of dollars and cents; but how frequently is it carefully considered? This factor alone eliminates some pavements from consideration on all but very heavy traffic streets, and then causes them to lose out except on a very small percentage of the heaviest of such streets where the conditions are particularly trying. A paving engineer to-day who does not understand the financial side of his problems is a very unfortunate occurrence; he should not have been graduated until he did. The interest on the municipal dollar is one of the most certain factors in paving. It can not be escaped, no matter how we may try. It becomes especially interesting when considered as a cost of permanent maintenance.

The conclusion that the writer has in mind is that every city, and county or state for that matter, should first have a settled broad paving or road building policy determined by expert study and only altered from time to time as progress in the road building art may justify. This policy should be based on a thorough knowledge of all types of pavements and materials for making them that are reasonably available or may be made so, and on a carefully worked out comparative estimate of costs going in the minutest detail practicable. The city should then proceed with its work under only the best of expert direction and supervision, and, when the work is completed, should have on hand a complete set of test and cost records that would be a sure guide to future progress.

SOME INNOVATIONS IN BURNABY, B.C.

The re-election, by an overwhelming majority, of Hugh M. Fraser, as Reeve of this Municipality for the fourth term is an indication of the approval by the electors of the policy laid down and consistently carried out during his previous terms of office. The same policy of careful conservation of the resources of the Municipality will be adhered to during the coming year.

At the first meeting of the new Council, the Reeve intimated that, in view of the greatly increased cost of living, he would recommend that the wages of laborers in the Board of Works and Waterworks Departments be increased from \$2.85 to \$3.00 per 8 hour day, and the wages of Foremen be increased from \$3.00 to \$3.25 per 8 hour day. This is rendered possible by the improved financial position of the Municipality, as shown by the Balance Sheet of the year 1915.

An innovation in Municipal ownership is contemplated by the Reeve, who outlined a proposal to obtain Title to all lands acquired by the Municipal Corporation, by Tax Sale or otherwise, and to vest the lands so acquired in Trustees who should lease the lands for such purposes as the several parcels may be best suited, such as farming—residential or industrial purposes. By this means it is expected to solve the problem of untaxable lands which under existing conditions are a burden on the Municipality, and instead, to create what must eventually prove to be a valuable asset and a steady source of revenue.

FREIGHT RATES AND COST OF FOOD.

According to George D. Dixon, vice-president of the Pennsylvania Railroad, who discussed the relation of freight rates to the cost of food to the consumer, at the annual convention of the commission merchants in Philadelphia, "the freight charges on food products are so small that it is generally conceded that retail prices, in the overwhelming majority of cases, would not be affected at all if the railroad transportation cost were wiped out alto-

gether. Take the case of milk, for instance, a thing which is very expensive and difficult for the railroads to handle, and for which they provide the very highest character of transportation service. We haul milk to Philadelphia for about one-half cent per quart. It retails at 10 or 12 cents, and even more for some brands. Suppose the freight rates on milk were cut in half, is it likely the reduction of a quarter of a cent per quart would be reflected by any change in the retail price? So, too, in the case of fruit, the high cost of living does not depend on freight rates. "California oranges," says Mr. Dixon, "go to New York for \$1.15 per 100 pounds, which is less than one cent for bringing you an orange 3,000 miles away. Southern Florida grape fruit cost 60 cents for 100 pounds to bring to 1,000 miles to Philadelphia.

"A 27-pound Georgia watermelon is delivered in this city at a transportation charge of 11.3 cents, arriving by a fast freight running practically on a passenger schedule. Early peaches from the same state cost 34.9 per crate, 42 pounds to haul—a very small fraction of a cent per peach. Philadelphia gets Southern New Jersey peaches for 5½ to 5.9 cents a crate of 40 pounds, which must contain a good many peaches. The charge for carrying Rocky Ford cantaloupes to New York, three-quarters of the way across the continent, is 23.2 cents a crate, weighing 28 pounds, probably in the neighborhood of a cent for each cantaloupe."

THE CRAFTSMAN.

The most elaborate and unique publication in many respects that comes into this office is the Craftsman published in New York.

Each month as one dips into its ethically beautiful pages, with their chaste art designs, photographs of flowers in all their richness and delicacy of form, and drawings of American country residences, cottages, etc.—each one forming such a picture that might have been taken in the heart of rural England—all illustrating articles that seem to lift one out of the mundane things of our prosaic life, the thought keeps cropping up that this old world of ours is really beautiful in spite of its ugly spots. At least the editor of Craftsman has the great gift of making it appear so to his readers, and many times he goes into the slums of New York to find out the beauty spots. And he is always successful in his hunts, as evidenced in the January issue in which is depicted by Miss Esther Peck under the title of Dancing and Democracy, the new spirit of happy childhood and motion as represented through the little foreign children that live on the East side of New York. Again in "My Mother," Pierre Loti gives a charming story of the beauty and greatness of motherhood. "My love for my mother (the only changeless love of my life) is so free from all material feeling that that alone gives me an inexplicable hope, almost gives me a confidence in the immortality of the soul." Who amongst us would not say amen to that. The Craftsman motto: "The life so short, the craft so long to leave," while it might be indicative of the spirit of the management would seem also to spur it to a full consummation of the beautiful craft of its workers, in each issue.

TOURIST TRAFFIC.

According to a recent announcement the Canadian Pacific Railway is preparing for a record tourist traffic to Alaska this summer.

The "Charlotte," one of the largest of the Pacific boats now operating between Vancouver and Seattle will be requisitioned for two extra trips.

The first real effort to attract tourists to Alaska was made by the Company last year. So successful was the initial effort that with the additional facilities completed by the railway, the tourist business to Alaska is expected to increase each season.

On account of the war, which has curtailed tourist traffic to Europe, American tourists welcome the opportunity to "tour Alaska," the passenger officials assert. Many points of interest are in pleasing contrast to European tourist centres.

Inquiries for information regarding the route to Alaska centre on Alert Bay, B.C., where American tourists desire to see the activities of the Indians. Here are many of the most elaborately carved totems in America. The Indian village of Bella Bella also is prominently mentioned in inquiries from tourists.

Alaska, during the tourist season, which extends from June 15 to August 15, is not, as is generally believed a bit of sea ice here, a snowy mountain there, a studded pine or a polar bear to relieve the monotony, but a combination of the fjords of Norway and the Alps of Switzerland.

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JAN. 9, 1917

FINANCE DEPARTMENT
 OTTAWA

THE MINISTER OF FINANCE
 REQUESTS
 THE PEOPLE OF CANADA TO
 BEGIN NOW
 TO SAVE MONEY FOR THE
 NEXT WAR LOAN

JAN. 9, 1917

DEPARTMENT OF FINANCE
 OTTAWA

Municipal Finance

JAMES MURRAY.

MUNICIPALITY GUARANTEEING INDUSTRIAL BONDS.

The Editor,

An article appearing in the January number of The Canadian Municipal Journal in reference to bonds of a steel plant, guaranteed by the citizens of Port Moody, is incorrect and altogether misleading. The statement is made that because of the failure of the venture and the removal of the machinery from the plant, the city is liable to a heavy loss. The facts are that all the machinery given as security, which is in good condition, is still on the premises, and the assets are practically without exception conceded to be ample to take care of the city's liability. I trust that in justice to all concerned you will correct this misleading article.

Yours truly,

N. R. BRITTON,
Mayor of Port Moody.

MUNICIPAL SUBSCRIPTIONS TO BRITISH WAR FUND.

Among the subscribers to the big British War Loan are many local authorities including London County Council with a large subscription of £3,500,000; Swansea Corporation £125,000; Huddersfield Corporation £100,000; Portsmouth Corporation £50,000. These subscriptions show something of the spirit of the people of the Old Country or represented in the municipal councils, and set a good example to our own municipalities (that have funds to invest) to watch for the next Dominion war loan.

AMERICAN CITIES INDEBTEDNESS.

A very enlightening report has just been made by a commission appointed by the Government of the United States to investigate the debt of the average American city. Out of 204 cities investigated 156 had increased their net indebtedness.

Taking the 204 cities as a group, excess of expenditure over revenue was \$139,755,815, or \$4.48 per capita.

The aggregate population of the 204 cities was 31,160,000. They ranged in size from New York, with 5,400,000 population, to Bellingham, Washington, with 30,000. Nine cities—New York, Chicago, Philadelphia, St. Louis, Boston, Cleveland, Baltimore, Pittsburg and Detroit—have more than 500,000 inhabitants each.

The aggregate revenues of all the 204 cities during the year amounted to \$940,385,311; aggregate expenditures for current administration, including interest, \$750,555,565; and aggregate outlays, \$329,585,561.

Of total revenues, \$641,973,943, or more than two-thirds, represented receipts from various taxes. The bulk of this amount, \$570,830,861, was derived directly from property taxes, made up of taxes on realty and personal property. Of the remainder, the largest item, \$39,606,956, was contributed from taxes on the liquor traffic.

Next to taxes, the largest source of revenue was earnings of public service enterprises, which amounted to \$96,558,379. This sum was somewhat more than double the amount of payments for expenses of public service enterprises, which were \$43,822,511—thus leaving a net revenue from this source amounting to \$52,735,868. It is pointed out that the bulk of the earnings from public enterprises came from the supplying of water, from which the total receipts amounted to \$77,465,508.

For all cities as a group, per capita receipts from property taxes were \$18.72; from other taxes \$1.88; from earnings of public enterprises, \$3.10; for special assessments and special charges for outlays, \$2.56, and from all other sources combined, \$3.91.

The highest per capital property taxes, \$34.67, are shown for Boston, and lowest, \$4.56, for Portsmouth, Va.

Expenditures last year for governmental costs, which aggregated \$1,080,141,126, were, in order of their importance. For expenses of general departments, \$578,206,186; for outlays, \$329,585,561; for interest on debts, \$128,526,868; and for expenses of public service enterprises (water supply systems, etc.), \$43,822,511. Expenses of general departments, comprising payments for schools, libraries, etc., \$181,590,445; for protection to persons and property (principally expenses for police and fire departments), \$127,510,200.

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MONTREAL LONDON, E.C., ENG.

RATES IN ENGLISH MUNICIPALITIES.

The Municipal Journal of England in its issue of December 22 publishes a statement prepared by Mr. W. A. Davis, Borough Treasurer of Preston (Lancs.) showing the rates levied on the towns of England for the years 1916-17. In the Old Country the system of levying local rates is based in rentals, so that in Barnsley for instance, where the total rate is 7s and 4d., it means that for every £1 a householder pays in rent he or she pays an additional 7s and 4d in rates. This direct local taxation is a tremendous factor in the citizens taking a keen interest in local government. In the following table we have omitted the division of the rates—Poor, Borough, Watch or Police, Education, Library, County, Lighting, Baths, etc.—just showing the total rates of the principal urban municipalities.

Name of Town or City.	Population.	Rateable Value.	Total rate.
		£	s d
County Boroughs—			
Barnsley	55,000	187,845	7 4
Barrow-in-Furness	80,000	377,847	6 3
Bath	70,292	413,505	7 10
Belfast	390,000	1,591,909	5 5
Birkenhead	142,622	721,569	7 8
Birmingham	895,678	4,836,034	9 0
Blackburn	135,110	576,903	8 6
Blackpool	65,000	594,650	5 0
Bolton	172,514	876,164	7* 9 ³ / ₄
Bootle	75,351	482,750	7 6
Bournemouth	84,000	791,117	4 11
Bradford	292,973	1,665,109	9 9
Brighton	131,250	893,117	6 9
Burnley	110,000	460,601	7 2
Burton-on-Trent	48,000	299,072	8 2
Bury	60,000	294,669	8 10
Canterbury	25,000	134,645	7 10
Cardiff	190,000	1,219,197	7 8
Carlisle	52,625	266,924	7 6
Chester	39,700	228,076	6 11
Coventry	127,089	498,880	7 7
Croydon	177,345	1,184,701	7 6
Darlington	61,000	319,999	5 8
Derby	119,072	568,617	7 6
Dewsbury	54,314	289,887	8* 1
Eastbourne	55,000	462,589	5 7
East Ham	145,000	548,564	10 10
Exeter	60,317	338,626	7 1
Gateshead	122,160	446,836	7 2
Gloucester	51,000	242,168	6 10
Grimsby	72,930	326,529	8 0 ¹ / ₂
Halifax	102,500	492,343	10 4
Hastings	52,053	416,531	8 1
Huddersfield	112,265	565,562	8 8
Hull	269,530	1,328,216	8* 7
Ipswich	74,251	358,546	8 6
Leeds	459,260	2,246,737	9 0
Leicester	225,907	1,133,040	6
Lincoln	60,000	268,270	7 3
Liverpool	777,247	5,047,302	8* 7
Manchester	754,531	4,830,302	8* 7
Merthyr Tydfil	76,493	278,903	11 3
Newcastle	278,107	1,762,347	6 7 ¹ / ₂
Newport (Mon.)	83,379	470,424	7 4
Northampton	91,200	410,696	7 6
Norwich	124,000	474,597	11 0
Nottingham	266,918	1,292,217	8 2
Oldham	152,000	567,392	8 8
Oxford	55,048	459,500	4 5
Plymouth	213,759	1,047,390	7* 0
Portsmouth	255,827	1,148,998	6 10
Preston	111,936	478,000	9 2
Reading	91,500	508,077	7 7
Rochdale	444,192	9 0
Rotherham	65,313	251,049	9 8
St. Helens	100,775	386,005	8 3
Salford	219,979	1,081,858	8 6
Sheffield	476,012	2,075,408	9 7 ¹ / ₄
Smethwick	75,000	303,743	8 4
Southampton	117,349	658,163	8 9 ³ / ₄
Southend-on-Sea	82,000	601,054	6* 8
Southport	67,000	543,507	6 0
South Shields	109,855	457,701	7 0
Stockport	126,040	587,494	9 0

Sunderland	154,049	707,681	7 4
Swansea	126,100	613,004	9 4
Tynemouth	58,199	261,772	7 10
Wakefield	53,305	255,375	8 10
Wallasey	87,000	537,302	6 8
Walsall	94,093	292,416	9 9
Warrington	77,000	310,929	9 4
West Bromwich	70,000	235,398	9 0
West Ham	296,570	1,323,952	10 4
West Hartlepool	65,000	264,415	7 8
Wigan	86,880	342,513	8* 6
Wolverhampton	95,933	429,819	8 10
Worcester	46,200	234,078	7 6
York	83,380	425,568	7 10½

Boroughs—

Accrington	45,031	209,055	7 8
Ashton-under-Llyne	45,172	199,140	9 5
Bacup	23,000	91,000	9 9
Batley	36,355	172,823	10 4
Brighouse	21,100	90,656	9 8
Bromley	34,000	277,458	6 11
Chatham	44,878	175,311	7 11
Cheltenham	50,000	318,307	8 1
Chesterfield	40,400	149,551	9 3
Chorley	28,930	123,933	8 9
Clitheroe	13,000	53,343	7 0
Colchester	45,600	195,259	9 3
Colne	27,500	109,016	9 6
Crewe	45,635	173,188	7 7
Darwen	36,612	174,007	8 0
Ealing	66,000	539,893	6 5
Eccles	42,000	190,651	7 9
Harrogate	35,500	273,745	9 4
Haslingden	18,000	90,938	7 10
Heywood	27,000	122,162	9 10
Hornsey	90,058	706,248	6 10
Hove	38,741	423,435	5 6
Hyde	34,000	149,278	8 7½
Ikeston	30,800	91,432	10 0
Keighley	44,000	209,849	9 4
King's Lynn	19,380	86,518	8 0½
Kingston-on-Thames	40,000	234,492	7 2
Lancaster	41,908	206,575	6 4
Leamington	27,000	190,365	6 2
Leigh (Lancs.)	46,500	192,069	8 10
Lowestoft	36,007	148,400	10 4
Luton	59,000	266,253	7 4
Macclesfield	34,797	122,403	8 1
Mansfield	44,000	145,800	8 4
Middleton	30,000	130,067	8 9
Mossley	13,500	66,152	9 1
Nelson	43,000	183,159	9 2
Newark	17,000	72,061	5 10
Nuneaton	38,652	158,425	8 3¾
Peterborough	34,827	151,158	7 1
Rawtenstall	31,000	134,294	8 2
Richmond (Surrey)	34,000	327,058	7 3
Scarborough	38,000	243,892	8 3
Stafford	21,748	103,722	8 10
Stalybridge	26,944	123,552	9 9
Stockton-on-Tees	59,311	275,541	8 10
Swindon	53,000	244,050	7 10
Tunbridge Wells	36,000	308,526	6 0
Wallsend	45,000	196,073	6 8
Widnes	32,268	181,095	7 8
Wimbledon	58,952	448,621	7 4
Worthing	31,000	208,527	6 8

London Boroughs—

Hammersmith	118,559	877,390	7 8
Hampstead	85,000	1,105,834	7 6
Islington	316,242	1,812,822	7 7
Kensington	170,800	2,445,620	7 3
Westminster	160,219	6,901,447	6*10

*Approximate average rates.

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—J. J. Kelso.

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SOME MUNICIPAL AWARDS.

Redcliff, Alta.

\$15,000, to Messrs. H. O'Hara and Company, Toronto.

Lethbridge, Alta.

\$17,000 5 per cent. 20-year bonds at 85.85, to Canada Bond Corporation, Toronto.

GREENFIELD PARK, P.Q.

The Town of Greenfield Park has awarded to Rene T. Leclerc, Montreal, an issue of \$25,000, 6 per cent. 30 year gold bonds. The proceeds will be used for the erection of an electric light plant.

TOWNSHIP OF DOVER BONDS.

The \$15,649 6 per cent. 15-year Township of Dover, Ontario, bonds, were awarded to A. E. Ames and Co., at 103.11.

ALBERTA SCHOOL BONDS SOLD.

M. C. Elliott, manager of the Bond Branch of the Department of Education for the Province of Alberta announces the latest sale of Alberta School Bonds as follows:

Nose Hill Consolidated S. D., \$2,000, 20 years 7 per cent., to the Alberta School Supply Company at 104.40.

Big Valley S. D., \$1,000, 20 years, 7 per cent.

Youngstown, S. D., \$4,000, 20 years, 7 per cent.; \$5000 to H. O'Hara and Co. of Toronto.

Windy Hill, S. D., \$1,500 10 years, 7 per cent.

Valleyfield, S. D., \$1,200.

New Holland, S. D., \$1,400.

Chartier, S. D., \$400.

Langford, S. D., \$1,000.

Golden Meadow, S. D. \$1,200.

Yuma, S. D., \$1,200.

Eastgate, S. D., \$1,400.

Total, \$9,300, 10 years, 7 per cent., to Kerr, Flemming and Co., Toronto, at 103.484.

SASKATCHEWAN BOND SALES.

The following is a list of bonds reported sold by the Local Government Board of Saskatchewan:

School Districts.

Cut knife, \$3,000 to Nay and James Regina.

Rural Telephone Companies.

Eagle Creek, \$1,200 to City of Winnipeg Sinking Fund Trustees.

Borden, \$4,000 to T. R. Billett and Co., Winnipeg.

Towns.

Assiniboia, \$68,000 to Bond and Debenture Corporation, Winnipeg.

Villages.

Bruno, \$1,800 to P. A. Schwingerhamer, Bruno.

GREATER WINNIPEG WATER DISTRICT.

The 1917 administration board of the Greater Winnipeg Water district has reaffirmed the contract made with the Winnipeg Aqueduct Construction Company by the 1916 board, for the reinforced concrete pipe between Deacon and the Red River. The work will cost \$1,308,000 and objections were made to its being let, by some of the unsuccessful tenderers, on the ground that they had been misled by the chief engineer, W. G. Chace. Several meetings took place at which these contractors were represented by W. A. T. Sweatman, a local barrister. Through him they were asked to make formal charges and submit them to the board. This was not done, and after much discussion the board decided there was no reason for holding up the contract.

The whole of the contractors on this big \$15,000,000 undertaking which extends from Shoal Lake, Ontario to Winnipeg expect to be faced with a serious problem this season in the shape of scarcity of labor. Last year extra inducements were held out to men in the form of high wages and bonuses, but without avail. This year fully 3,000 men will be required by the various contractors and the situation is causing much concern.

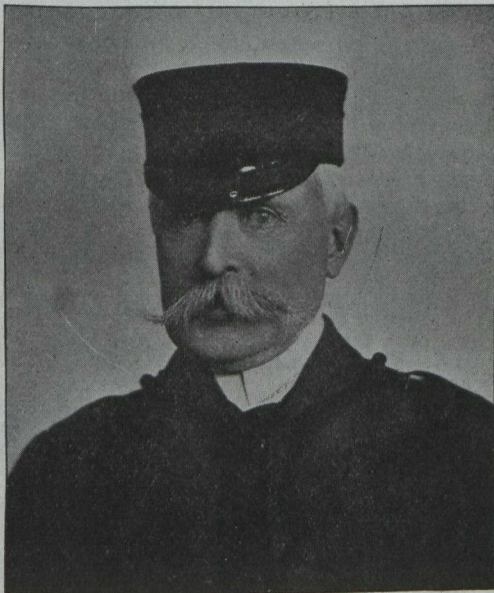
DIFFICULTY OF COLLECTING TAXES.

A very interesting sidelight on the difficulty of collecting taxes is given in the annual financial statement of Revelstoke, B.C., by the mayor.

"When taking office this year," says Mayor McKinnon, "the Council realized that in order to finance the City, the outstanding taxes, amounting to \$70,793.00 had to be collected, and not to work a hardship on the taxpayers the instalment plan was adopted, but with comparatively little success. It was found that more drastic steps had to be taken, and that a tax sale was absolutely necessary and unavoidable. A tax sale was therefore held in October with the result that the 1913 and 1914 taxes were cleared, with a considerable percentage of the 1915 taxes. We regretted having to take this means of financing the city during this crisis, but it was the only door left open to a successful carrying on of the city's business. Another disagreeable task of the Council was the collecting of water and light arrears, and very reluctantly we were forced to disconnect some of the services before collections could be made, but in face of the strenuous times we were able to reduce the arrears by more than half."

RUNNING OUR MUNICIPALITIES ON THE CHEAP.

That the municipalities of the West have risen to their responsibility in setting an example in economy is illustrated in the Revelstoke statement which gives a comparative table of the cost of administration for the year 1912 and 1916 showing that the city has been saved \$22,000 during 1916 with increased efficiency in every department; a remarkable saving in a community of 4,000. Of course, this has been made possible—as in other municipalities—by the sense of patriotism of the permanent officials, but when the war is over, the communities cannot expect to keep up such a cheap public service. At least with a fair standard of efficiency. Good men are worth paying adequate salaries even in the public service, and cheap men are simply so much deadwood—meaning that the councils should not make the fatal mistake of starving the public service because at the present time of sacrifice the officials who are not on the firing line are doing double work, with the idea of keeping the places open for their chums who come back from the war.

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The Police Commissioners of Toronto at their last meeting passed a resolution, congratulating Chief Grasset, on the completion on Dec. 1st of thirty years of service as chief, and expressing appreciation of the manner in which he had discharged his duties.

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CITY OF EDMONTON ESTIMATES.

For the purposes of comparison with the 1917 estimates against the 1916 estimates, the city of Edmonton can do no better than ask those interested in municipal affairs to look the figures over. Reductions are still in force, and while the list appended only applies to non-revenue producing departments which affect the tax rate, yet it gives a good idea of how the policy of economy is still being carried out.

Besides this list there are the utility estimates and these of the appointed boards of the city, such as Hospital Board, Libraries, Welfare League, School Board, Police Commission and Exhibition board.

Department:	1917.	1916.
Assessor	\$22,894.00	\$21,807.00
Building Inspector	4,776.00	4,362.00
Children's Shelter	14,818.00	14,600.00
Clerk	5,695.00	5,900.00
Commissioners	9,898.00	11,355.00
Comptroller	12,300.00	11,000.00
Purchasing and Freight		
Engineer	11,316.00	16,300.00
Engineer's Stores	4,150.00	5,450.00
Exhibition Grounds	2,500.00	5,640.00
Fire	108,880.50	106,191.50
Farm	2,310.00	5,000.00
Garage		
General Miscellaneous	117,635.00	133,575.00
Health	16,440.00	16,140.00
Legal	7,640.00	10,495.00
Surplus		720
License, Collection and Employment Maintenance, City Offices	2,700.00	2,800.00
Market		1,000.00
Parks	3,375.00	4,000.00
Sewer Maintenance	11,000.00	6,500.00
Streets and Scavenging	103,060.00	103,540.00
Treasurer	6,871.00	6,495.00
	\$468,258.50	\$492,150.50

PEAKS 11,000 FEET HIGH.

The wonderful icefields and eleven-thousand-foot-high peaks of the Purcell range, which the construction of the Kootenay Central branch of the Canadian Pacific Railway has rendered accessible to mountain climbers, are described and illustrated by Mr. C. W. Stone in the Canadian Alpine Journal for 1916. The approach to Mount Ethelbert, a peak which arrests the attention at Spillimacheen Station, seems almost to have overwhelmed the writer with its beauty. "Before us," he says, "lay a lake of exquisite blue color resting like a jewel in a setting between two rugged peaks, which mirrored in the clear water, rose abruptly thousands of feet on either hand like grim guardians of a lovely treasure. Beyond the lake the lifted eyes rested on a terrace stretched across the valley like a giant curtain eighteen hundred feet above the lake, down whose verdant slopes two gleaming cascades traced their foaming course and filled the whole amphitheatre with the sounds of falling water. Still farther and higher in the background, great snow crests appeared, inscrutably looking down upon us."

Three considerable parties of Alpine climbers, numbering nearly forty in all, mostly from the United States, made ascents in this region during the past summer on the invitation of Mr. A. H. MacCarthy, an enthusiastic member of the Canadian Alpine Club, who has a fine ranch at Wilmer in the Windermere district. Under Mr. MacCarthy's leadership important explorations have been made up the various creeks piercing the eastern slopes of the Selkirk and Purcell ranges, Mr. MacCarthy being of the opinion that for interest and variety and spectacular beauty this mountain region is without rival on the North American Continent, and as soon as roads and trails are built will attract many tourists who have hitherto been content with the more beaten path of the C. P. R. main line.

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IMPERIAL BANK OF CANADA

CAPITAL PAID UP - - - - \$7,000,000
 RESERVE FUND - - - - - \$7,000,000

PELEG HOWLAND, President
 E. HAY, General Manager.

Head Office - TORONTO

A general banking business transacted.
 Domestic and Foreign Exchange Bought and Sold. Collections made throughout Canada and in Foreign Countries.

119 Branches in Dominion of Canada

The Merchants Bank

OF CANADA

HEAD OFFICE - - - - MONTREAL

Capital Paid-up \$7,000,000
 Reserve Fund and Undivided Profits. 7,250,984

BOARD OF DIRECTORS:

SIR H. MONTAGU ALLAN, C.V.O., President
 K. W. BLACKWELL, Vice-President
 THOS. LONG ANDREW A. ALLAN F. ROBERTSON
 ALEX. BARNET C. C. BALLANTYNE G. L. CAINS
 F. ORR LEWIS F. HOWARD WILSON A. B. EVANS
 A. J. DAWES E. F. HEBDEN
 E. F. HEBDEN, Managing Director
 D. C. MACAROW, General Manager
 T. E. MERRETT, Supt. of Branches and Chief Inspector

A GENERAL BANKING BUSINESS TRANSACTED

The Accounts of Municipalities kept and advances made in anticipation of the collection of taxes; also loans for improvement purposes in anticipation of the issue of debentures.

216 BRANCHES AND AGENCIES IN CANADA

Extending from the Atlantic to the Pacific

SAVINGS DEPARTMENT AT ALL BRANCHES

Deposits received and Interest allowed at best current rates

New York Agency: 63 and 65 WALL STREET