

Our Government

A Book for
Canadians

By MABEL
McLUHAN
STEVENSON

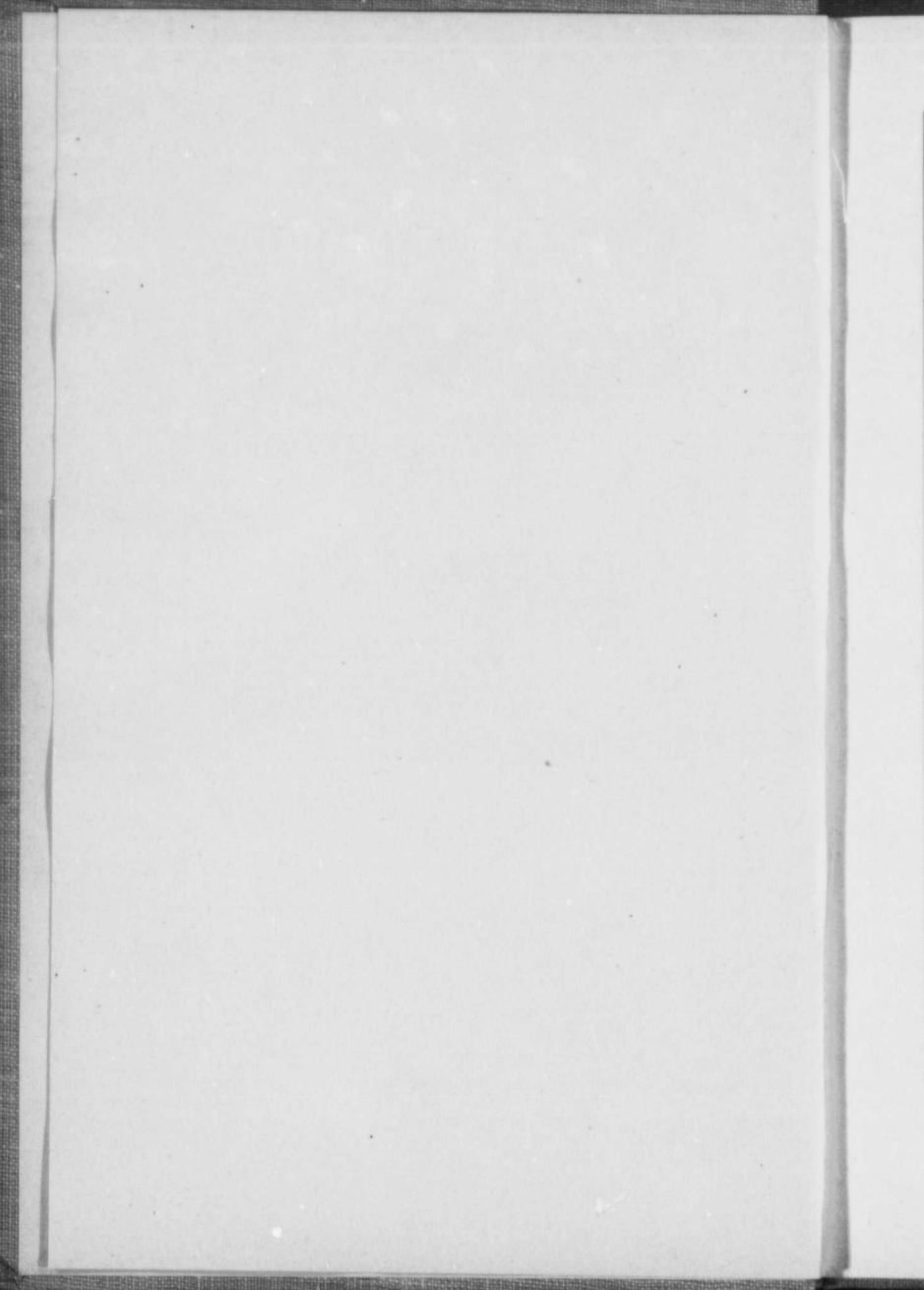
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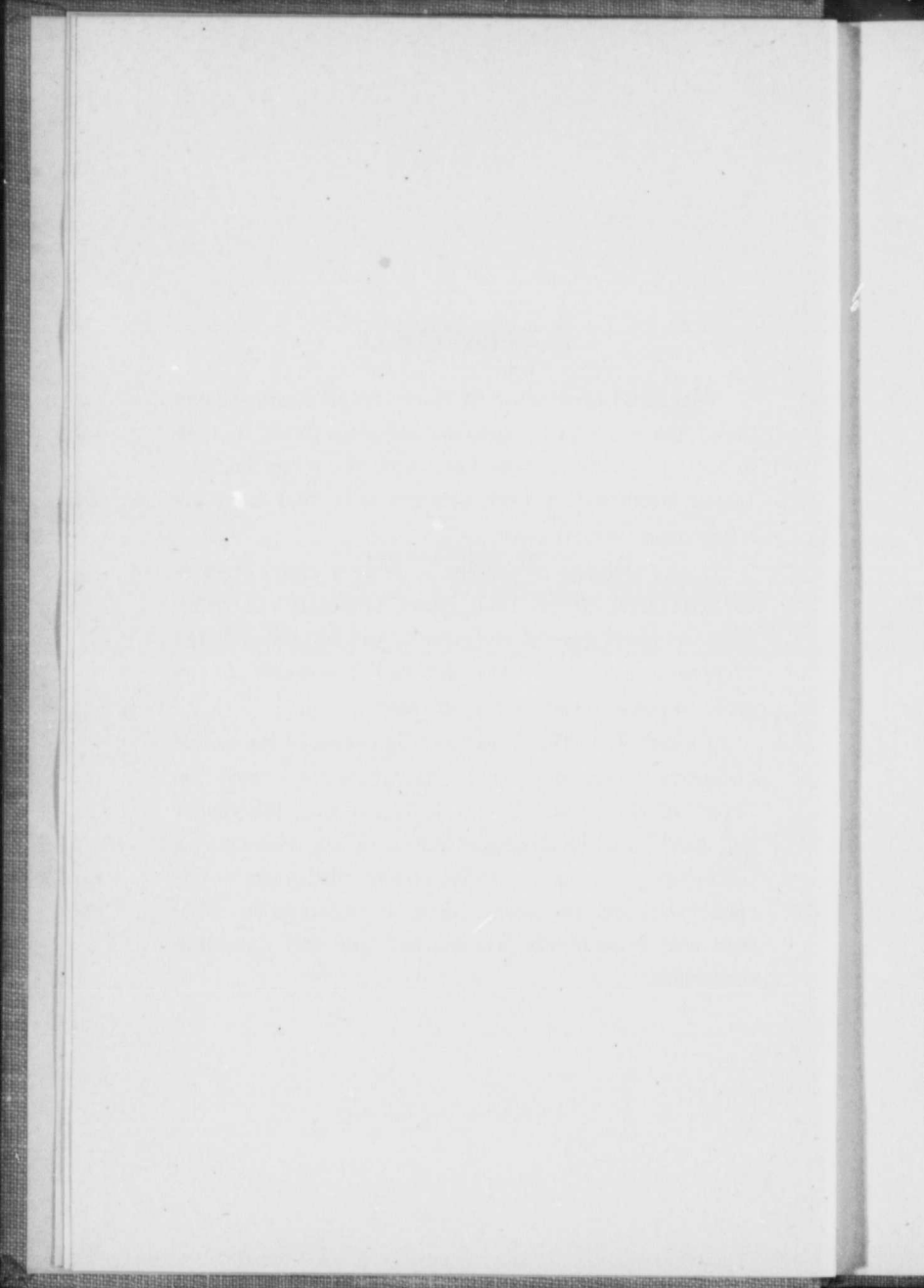
ONTARIO EDITION

FOREWORD

This little book aims to state the elementary facts about the Canadian system of self-government in such a way that citizens who have hitherto given no particular attention to such matters may find here the information they require.

In the attempt to present so wide a range of facts in brief form it has been found necessary, in many cases, to make general statements, and to omit detailed exceptions. Attention has been called, however, to the more important exceptions, in notes.

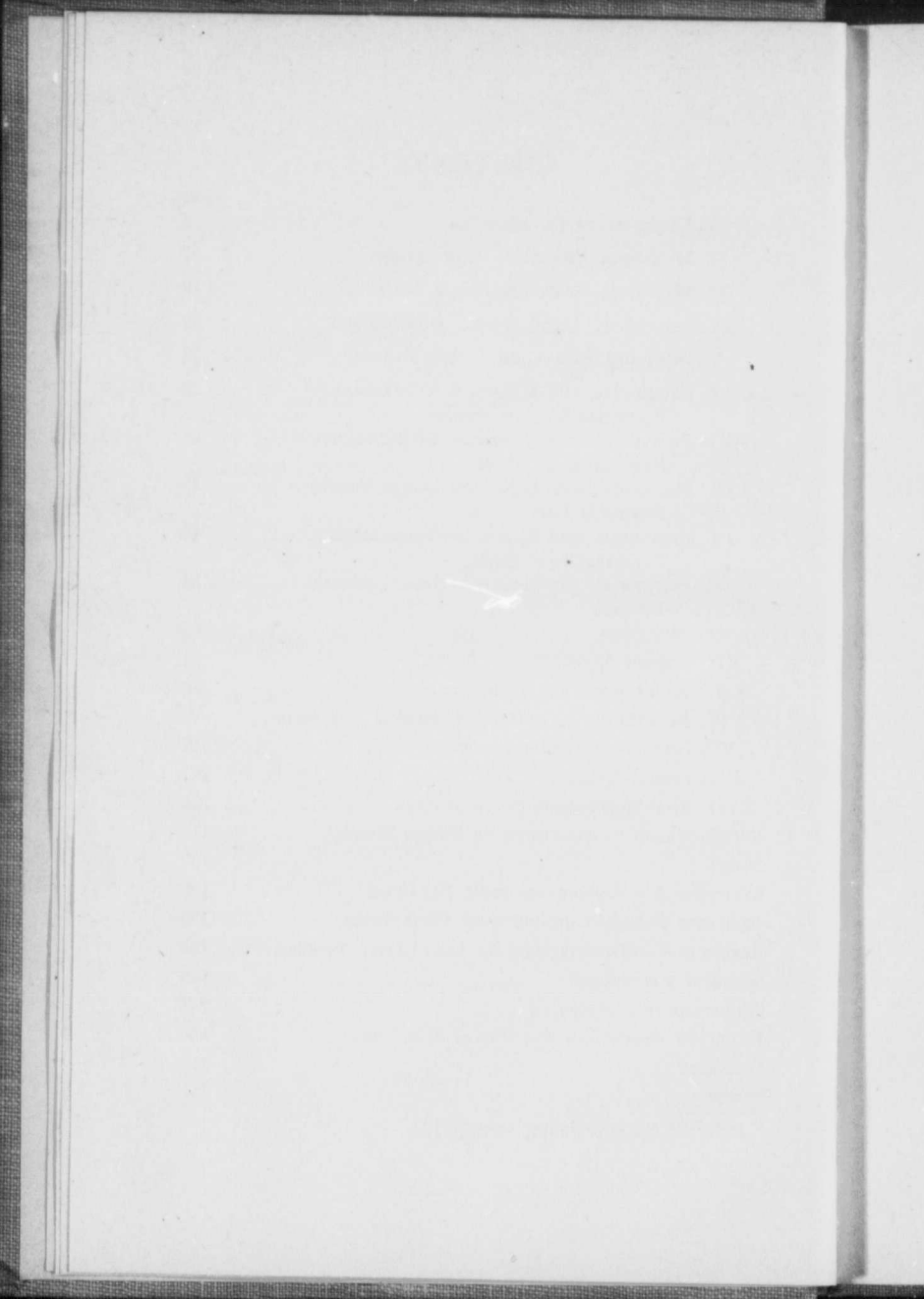
To include in this book any discussion of the public questions of the day would be inconsistent with the object of the book. But it is hoped that the reader will pass from an acquaintance with the elements of Canadian government to that serious realization of our country's problems which ought to characterize every man and woman who has entered into full Canadian citizenship.



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* Refers to Notes beginning on page 122



Our Government

I. DIVISIONS OF GOVERNMENT

The Municipality

In the early days in Canada there was but one central government which looked after everything. It was burdened with all the minute affairs of every part of the country. For instance, if a village street needed attention the matter had to come before a body of men (the Parliament) who knew nothing about the particular village and were not interested in its affairs. In the course of time, however, it was seen that the central government would be relieved of a great burden and that improvements would be brought about more rapidly throughout the country if each community controlled its own affairs.

The country had been early divided into TOWNSHIPS for convenience in granting land; and it was natural that the farmers of each township should come together and choose men to attend to such needs of the township as roads, drains and schools. The larger VILLAGES within the township had special needs of their own, and therefore required a separate body of men to look after their affairs. It was the same with TOWNS and CITIES. Each needed power to look after its own streets, water supply, fire protection, and all that concerned it as a group of citizens. And so it came about that each

* Refers to Notes beginning on page 122

of these divisions of the country was given power to choose, or elect, a number of men to form a COUNCIL to control and direct its affairs.

But in addition to the matters with which these councils have the right to deal, there are conditions which affect a group of townships as a whole and the towns and villages within them. For instance, certain roads and bridges are used by people of town and township alike, and it would not be fair for the council of either to bear the whole expense or have the entire control of these public highways. For convenience in attending to such matters, the smaller divisions mentioned above are grouped into COUNTIES. Every county has a council made up of members from each town, village, or township council within its borders (see page 15), and this county council controls certain matters that are the common concern of all, such, for instance, as the maintenance of houses of industry for the poor, gaols, court-houses, etc.

The system by which these various councils control their own local affairs is known as MUNICIPAL GOVERNMENT and each division is called a MUNICIPALITY. The different Municipalities are then: Township, Village, Town, City, County.

The Province

The municipal system outlined, above is, of course but a part of a larger system of Government. The

Dominion of Canada is made up of nine large sections called PROVINCES, and a number of more thinly settled outlying parts called territories. The provinces differ very greatly from one another both in material resources and in the character of the people. For instance, the province of British Columbia with its mountains and sea-coast and people of varying nationalities has very different problems from those of the province of Ontario with its inland situation and people largely of British extraction. Each province, then, can best deal with its own affairs, and for that purpose each has a body of men chosen by the people and known as the PROVINCIAL LEGISLATURE. (The term *legislature* comes from the word "legislate," to make laws.)

The Dominion

It will be readily seen that many questions must arise in which every province has an interest, but which it would not be fair for any one of them to control without the others. The building of a great railway and the raising of an army are two such questions. These, with many other matters, are under the control of a central governing body, made up of representatives from all parts of Canada and called the DOMINION PARLIAMENT.

Such a union as we have in Canada in which each part has the power to control its own affairs (self-government) but is in turn subject to a central government, is called a FEDERAL UNION. The Act of the

British Parliament (1867) which formed the provinces into this union was called the British North America Act, or Act of Confederation.

The Empire

But although the Government of Canada seems complete in itself it must not be forgotten that the Dominion is a part of the British Empire, and, as such, is in some degree under the control of Great Britain and enjoys her protection. Canada, however, has been given the full right to govern herself, and it is only in **IMPERIAL** matters (that is, matters which relate to the Empire) that the British Government has retained partial control. (See Chapter XVIII.)

Summary

To sum up,—every citizen of Canada benefits by the services of, and is subject to the laws and regulations of:

The Council of the Municipality in which he lives.

The Legislature of the Province in which he lives.

The Parliament of the Dominion of Canada.

The Parliament of Great Britain, in so far as it exercises control over the Dominion.

II. MUNICIPAL COUNCILS: HOW FORMED.

Township Council

For each township council four members called COUNCILLORS must be elected. In addition to these a man is elected to be the head of the council; he is called the REEVE.

On the last Monday in December, meetings known as *nomination* meetings (see p. 69) are held, to name, or "nominate," the reeve and councillors. If only four men are nominated as councillors and one as reeve, it is not necessary to hold an election; the council is then said to be elected by *acclamation*,—that is to say, without opposition, by the general consent of the people. It often happens that a council has performed its duties so much to the satisfaction of the voters that it is re-elected for the next year in this way. Or, sometimes the reeve alone is elected by acclamation.

Usually, however, the people are not agreed upon any five men for the council, and more than the required number are nominated. It is then necessary to hold an election in order to select four councillors and a reeve from among those nominated for these positions. [The men nominated are often spoken of as *candi-*

dates. See Glossary.] The election takes place on the first Monday in January, and when the votes are counted, the candidates found to have the largest number of votes are declared to form the new township council for the forthcoming year.

For each one thousand voters which a township has, it may elect, in addition to its reeve, a DEPUTY-REEVE; but the number of deputy-reeves is limited to three. Each deputy-reeve, however, replaces a councillor and the total number of members of the council remains at five, in any case. Thus, if there is a reeve and one deputy-reeve, there will be only three councillors. As will be pointed out later, the reeve and the deputy-reeves represent the township in the county council.

Village Council

When a village* has 750 people living within an area of five hundred acres it may have a council of its own. Village councils have the same number of members—REEVE, DEPUTY-REEVE and COUNCILLORS—as a township council, and are elected in the same way.

Town Council

A village may become a town when the population has reached 2,000 or over. A town council differs somewhat from that of a township or village. The head of the council is called the MAYOR and is elected by a general vote of the people. But for the election

* Refers to Notes beginning on page 122

of COUNCILLORS a town is usually divided into districts known as *wards*,* and each ward elects three councillors. If, however, a town has more than five wards, each elects only two councillors.

A town council does not, like a township or a village council, send its head to be its representative on the county council. Instead, the people of the town, by a general vote, elect a councillor for this special purpose, and this man they call a REEVE. The reeve in a town is, then, a councillor who has the added duty of attending the meetings of the county council.

Besides a reeve, a town may, like a township or a village, elect one or more DEPUTY-REEVES, according to the number of voters it has. But in towns the deputy-reeves are additional members of the council, and do not, as in townships and villages, reduce the number of councillors.

Thus every voter in a town votes, first, (in a general vote) for a mayor, a reeve, and perhaps a deputy-reeve; and second, (as a resident of a certain ward) for two or for three councillors, as the case may be. It must be noted, however, that if a town wishes, it may arrange to elect its councillors by a general vote *instead of by wards.

City Council

A town may become a city when the population becomes 15,000 or over. A city council has at its head a MAYOR: and the other members of the council are

called **ALDERMEN**. The mayor and aldermen are elected in the same way as are the mayor and councillors in towns, the mayor by a general vote, and the aldermen **by wards**, three to each ward. But a city may, if it desires, reduce the number of aldermen* to two for each ward or may elect its aldermen by a general vote.

In some of the larger cities, a smaller body, known as the **BOARD OF CONTROL*** is elected in addition to the council. This Board awards contracts, inspects municipal works, nominates city officials, prepares estimates, and reports on all these matters to the council. It consists of the mayor and four aldermen who are chosen by the whole city for this special duty; the members are called **CONTROLLERS**.

For the purpose of government, a city is considered as separate from the county in which it is situated and therefore does not send representatives to the county council. A town also may separate itself from the county if it wishes, provided it has a population of at least 5,000.

A city voter, then, annually votes, first, for a Mayor (and, in some cities, for a Board of Control) and second, for two or for three aldermen to represent the ward to which he belongs.

County Council

There remains but one municipal council to be considered,—the county council. It is made up wholly

of the reeves and deputy-reeves of the towns, villages and townships situated within the county. These members are called COUNTY COUNCILLORS. Each year they elect one from among themselves to be the head of the council; he is known as the WARDEN.

Summary

Municipal councils in Ontario are elected annually. The various councils are composed as follows:—

Township and Village Councils:

<i>Reeve</i>	<i>or</i>	<i>Reeve</i>
<i>Councillors (4)</i>		<i>Deputy-reeve</i>
		<i>Councillors (3).</i>

Town Council:

Mayor; Reeve; Deputy-reeve; Councillors (2 or 3 to each ward according to the number of wards).

City Council:

*Mayor; Board of Control (Mayor and 4 Aldermen).
Aldermen (2 or 3 to each ward as decided by electors).*

County Council:

Warden; Councillors (Reeves and Deputy-reeves within the County).

For the election of School Trustees in the different municipalities see Chapter XIII.

III. MUNICIPAL COUNCILS: THEIR WORK

The meetings of municipal councils are conducted in much the same way as those of other local organizations, and are open to the public. The head of the council (mayor or reeve) acts as chairman. No business can be transacted unless the number of members required to form a quorum* are present. Matters requiring attention are discussed and motions are made and voted upon. An account of the proceedings of each meeting is written in the *minute* book, and usually a report of the meeting appears in the newspapers.

By-Laws

Municipal councils have the power to pass laws which are known as by-laws. (*By-law* means a law for the government of a "bye," which was the name given to a township many years ago in England.) The subjects about which municipalities may make laws are set forth in detail in the Municipal Act, but the list is much too long to be given here. In general, a council may pass by-laws about anything which is the concern of the municipality and which is not provided for in the

laws of the province or the Dominion. Copies of all by-laws are posted in public places and are printed in the newspapers.

Committees and Commissions

In the larger municipalities, councils usually appoint committees for the year to look after certain special matters, such as finance, fire protection, police, water supply, public works, etc. In many cases however, commissions* with greater powers than those of committees are given charge of such matters. These commissions report to the council, apply to the council for money required, and pay over to the municipal treasurer all moneys left over after the payment of expenses. A commission is usually in a position to give more attention to detail than committee, and for this reason the appointment of commissions has, in recent years, become more general.

Taxes

Each municipality looks after its own roads, streets, schools, etc., and in many cases provides for such public services as water supply and fire protection. All this requires the expenditure of large amounts of money. A council therefore must have a yearly income, or *revenue*, and it obtains this revenue, for the most part, from the taxes paid by the people.

In townships, villages, towns and cities, the share of taxes which each must pay is determined in the follow-

ing way. At the beginning of the year the finance committee estimates what amount of money will be required for the year. An official called the **ASSESSOR** is sent to every man to *assess* or place a value upon what he owns, or upon his income or business if he is not a property owner. These amounts are recorded in the *assessment roll*, and each person is given a notice of the amount of his assessment. A period of time is allowed in which a man may appeal against his assessment if he considers it too high. A **COURT OF REVISION**, consisting usually of council members, hears these appeals and decides whether or not the valuation made by the assessor is a fair one.

When the assessor's work is completed, the finance committee finds out the total amount of the assessment of the municipality. Then it determines how much must be paid on every dollar of the assessment in order to raise the required sum of money, or, in other words, it strikes the *tax-rate* for the year. The rate is stated as a certain number of mills on the dollar. (A mill is one-tenth of a cent.) Suppose, for example, that the rate is twenty-one mills on the dollar and that a man's property has been assessed at \$1800. His taxes, then, for the year will be \$37.80. Notices are sent out to all persons concerned, stating, in each case, the amount of taxes to be paid and where and when.

There are certain kinds of property and certain amounts of income on which no taxes are required.

That is, an *exemption* is given in certain cases. Hospitals and churches, for instance, pay no taxes. A list of exemptions from municipal taxation appears in Appendix A.

Men whose income is very small and who are not property owners do not pay taxes in the usual way; but in most municipalities every man not otherwise taxed, is required to pay a *poll tax*, usually of one* dollar a year.

In townships a STATUTE LABOUR TAX is levied for the purpose of keeping up the township roads. Each property owner must labour on the roads, under the direction of a path-master, for one or more days. The length of time depends upon the amount of his assessment. Those who wish may pay this tax in money.

The county meets its expenses by levying a tax on each municipality which sends representatives to the county council. The various municipal councils include this county tax in their yearly estimates and provide for it in fixing the tax rate. The amount which each municipality shall pay depends upon its total assessment; and in order that all may be treated fairly the county appoints VALUATORS* to examine, at least once in five years, the assessments of the different municipalities.

Money By-Laws

Before a by-law involving the borrowing of sums of money can be passed by the council it must be

submitted to a vote of the ratepayers (those who pay taxes) for their approval.* When a large amount of money is required for some special purpose, as, for instance, for the building of a town hall, or the installation of waterworks, it is usual to borrow the money instead of raising it at one time by taxation. No municipality is, however, permitted to borrow more than a certain amount, which is fixed by law.

Municipal Officers

Every municipality has connected with it a number of officials who are appointed by the council, not elected by the people. Two of the most important of these officials are the **CLERK** and the **TREASURER**. The clerk keeps a record of all council proceedings, publishes by-laws, and, in general, acts as secretary of the council. The treasurer receives and pays out all moneys. Both of these officers usually hold their positions for life. An **ASSESSOR**, a **TAX-COLLECTOR**, and **AUDITORS** (men who examine the treasurer's accounts and report to the council as to their correctness) are also appointed in every municipality; but usually they are appointed from year to year, not for life.

In addition to the clerk, treasurer, assessor, tax-collector, and auditors, which even the smallest municipality must have, other officers are required for the special needs of the different municipalities. In a township, **PATHMASTERS**, who look after the roads,

and POUND-KEEPERS, who have the care of stray animals, are appointed. In a town or a city many other officers are required, such, for instance, as a SOLICITOR to advise the council in legal matters, an ENGINEER to look after waterworks and sewage systems, HEALTH OFFICERS, a FIRE-CHIEF and a CHIEF-OF-POLICE.

For the duties of municipalities regarding public health, education, public libraries and administration of justice see separate chapters on these subjects.

Summary

A municipal council controls and directs the local affairs of the municipality. At council meetings a quorum must be present before business can be transacted. A council has the power to pass by-laws for the government of the municipality. Money by-laws, however, must be voted upon by the rate-payers. The revenue is raised, for the most part, by direct taxation. A council usually appoints committees from its members, each committee having its own special duties. Each municipality has a number of officers, the chief of whom are the clerk and the treasurer.

IV. PROVINCIAL LEGISLATURE: HOW FORMED

The Legislature of Ontario,—the body which deals with the affairs of the province as a whole,— is composed of a LEGISLATIVE ASSEMBLY and a LIEUTENANT-GOVERNOR.

Legislative Assembly

The British North America Act (1867) fixed the number of members for the Legislative Assembly of Ontario at 82; but at various times since the passing of that Act, the number has been increased, until now (1917) there are 111 members.

For the election of these members the province is divided into districts known as *electoral districts* or *constituencies*. A voter is often called a constituent.

In general, the county boundaries are followed in making this division; but the constituencies must be as nearly equal in population as possible and this necessitates the sub-dividing of the counties in different ways. For instance, counties with large populations, such as Bruce, Huron, York and others, are divided into three constituencies each, known as North, South and West Bruce, North, South and Centre Huron, etc. Counties such as Durham, Kent, and others, have two constit-

uencies each,—distinguished from each other as North and South, or East and West. A number of other counties of smaller population such as Dufferin, Dundas, and Peel form but one constituency. Large cities are not included in the counties, and each city is formed into one or more constituencies, according to its population. The voters of each constituency elect one* member to the assembly to be their representative in managing the affairs of the province.

To show that a man is a member of the Provincial Legislature the letters M.L.A. (Member of the Legislative Assembly) are sometimes written after his name; but since the Legislative Assembly is often spoken of as the Provincial Parliament, some people prefer to use instead, the letters M.P.P. (Member of the Provincial Parliament).

Provincial elections are not held every year, as is the case with municipal elections, but only *once in four years* or thereabouts. A Legislative Assembly may, if it chooses, seek re-election before the four year period has expired, but it cannot remain in office longer than four years. When the term of the legislature is at an end a date is set for nominations and the elections take place a week later.

Lieutenant-Governor

The Lieutenant-Governor is at the head of the legislature. He is appointed by the Dominion government

for a term of five years. As head of the legislature, he calls upon the Legislative Assembly to hold a meeting, or session. At the end of a session he dismisses the Assembly until the opening of another session, and, when necessary, he dismisses the Assembly altogether and calls for the election of a new one. In the case of the first of these actions he is said to *summon* the legislature; in the second, to *prorogue* it; and in the third, to *dissolve* it.

To assist him in his duties, the Lieutenant-Governor chooses from the members of the Assembly, a number of men to form a council, and he is expected to follow the advice of this council. It is called the EXECUTIVE COUNCIL, or CABINET and its members are known as MINISTERS. The word *executive* comes from "execute," meaning to act, to work, to put in force; and the Council is called "Executive" because its members not only help, in the Assembly, to make the laws (legislate) but also are largely responsible for carrying out the laws. As this Council, or Cabinet, is not elected directly by the voters, it will not be discussed fully in this chapter. See page 31.

Summary

The Ontario voters, once in four years or thereabouts are called upon to elect, in each constituency, a representative to become one of the 111 members of the Legislative Assembly. This Assembly, with a Lieutenant-Governor who is appointed by the Dominion for a five-year term, makes up the provincial legislature.

V. DOMINION PARLIAMENT: HOW FORMED

The Parliament of Canada is made up of a **HOUSE OF COMMONS**, a **SENATE**, and a representative of the King (the **GOVERNOR-GENERAL**.)

House of Commons

Each province (and territory) in the Dominion elects a certain number of members to the House of Commons. The number which each province sends depends upon the population of the Province of Quebec. The British North America Act fixed the number of members for Quebec at 65, and each of the other provinces is to have a number in the same proportion to its population as 65 is to the population of Quebec. In 1911 the population of Quebec was 2,000,700. There must always be 65 members for Quebec. Divide 2,000,700 by 65, and it will be seen that there is one member for every 30,780 people. Then for every 30,780 people which any one of the other provinces has, it will have one member in the House of Commons. The number of people represented by one member is spoken of as the *unit of representation*.

A *census* (a counting of the population) is taken in Canada every ten years. As a result of a census, a province may send a larger or a smaller number of members to the House of Commons, for the unit of representation may have changed. This, it must be remembered, depends upon the province of Quebec, which must always have 65 members, whatever its population may be. Suppose, then, that the population of Quebec has so grown that it has one member for 35,000 instead of for 30,780 people. Then the other provinces will have to divide the number of their population by 35,000 instead of by 30,780, in order to find out the number of members each should have, and a province in which the population has not grown will, of course, have fewer members than before. After every census the Dominion parliament passes a law fixing the number of members for each province, basing the number on the new census; this number cannot be changed until the next census is taken. By the Representation Act of 1914 it is provided that the House of Commons is to consist of 234 members distributed by provinces as follows:—

Ontario.....	82	Manitoba.....	15
Quebec.....	65	Saskatchewan.....	16
New Brunswick.....	11	Alberta.....	12
Nova Scotia.....	16	British Columbia.....	13
Prince Edward Island..	3	Yukon Territory.....	1

For the election of members the provinces are divided into constituencies, or *ridings*, as they are often

called. While these follow the county boundaries as far as possible and must be very nearly equal in population, they are not, of course, exactly the same as the constituencies formed for provincial elections. Ontario, for example, elects 111 members to its legislature and only 82 to the House of Commons. Thus a county may have three constituencies for provincial elections and perhaps only two for Dominion elections.

The House of Commons must be elected at least once in five years.* It may, however, just as in the case of the provincial legislature, seek re-election before its full period has passed. See page 63 for details of Dominion nominations and elections.

Senate

The members of the Senate are appointed by the Governor-General* and they hold their positions for life. At first there were only 72 senators, but the number has been increased from time to time. There are now 87 members in the Canadian Senate.

Governor-General

The Governor-General represents the King in Canada. He is appointed by the British government, usually for a term of five or six years. He has, like the lieutenant-governor of each province, an EXECUTIVE COUNCIL, or CABINET, to advise him. In general, he acts towards the Canadian parliament as the King does

toward the British parliament. That is, he acts on the advice of his ministers, and not as an absolute ruler.

Summary

At least once in five years the voters in each province of the Dominion elect a certain number of representatives to become members of the House of Commons. The number which each province shall elect depends upon the population of Quebec, which must always have 65 members. The House of Commons, the Senate, whose members are appointed for life, and the Governor-General who is appointed by the British government to represent the King, make up the parliament of the Dominion of Canada.

VI. PROVINCIAL AND DOMINION GOVERNMENTS: PARTY AND CABINET SYSTEM

In Canada, two* great political parties have grown up within the past hundred years, the LIBERAL party and the CONSERVATIVE party. By a political party is meant a body of voters, with their representatives in parliament, who hold similar views on most great public questions and have organized themselves to try to have laws passed in accordance with their views.

Associations

Each political party is organized as a whole under a well-known leader. Throughout the country, also, local organizations called ASSOCIATIONS are formed, and almost every town and village has a Liberal or a Conservative Association, or both. These associations hold meetings from time to time to discuss public questions and to further the interests of the party.

Nominating Conventions

Before an election, PARTY CONVENTIONS are held in each constituency, for the purpose of choosing candidates. The convention is held at some central point, to

which delegates come from various parts of the constituency. The names of a number of persons may be proposed as candidates, but usually a number of those who are named decline to stand. A vote of the convention is then taken on the remaining names. Sometimes two persons receive an almost equally high vote, and in such a case, one usually withdraws and moves that the choice of the convention be made unanimous in favour of the other.

Occasionally in a constituency a party knows that it has no chance of winning an election against a more powerful opposing party, and when this is the case it often happens that the nominating convention decides not to put forward a candidate at all.

Election Campaign

When an election is to be held, each political party puts forth every effort to have its candidates elected to parliament. In so doing it is said to conduct an **ELECTION CAMPAIGN**.

Each party has a body of views based upon those principles of government which the party is supposed always to follow. The statement of these views which a party draws up is called its **POLITICAL PLATFORM**, and the line of conduct which a party adopts on certain questions is its **POLICY**. From time to time a party adds to its political platform and modifies its policy.

But in almost every election there is some one question closely affecting the people, upon which the parties

hold directly opposite views. This is spoken of as the *ISSUE* on which the election is fought; and in many cases the remainder of the party platform is little heard of in the discussions which precede the election. Reciprocity, prohibition of the liquor traffic, and conscription, are examples of questions that have been issues in parliament or before the country.

In an election campaign each party places its arguments with regard to the issue or issues as prominently as possible before the public. Posters, newspapers, and all means of publicity are used, while the strongest of the party leaders are sent to address public meetings in as many constituencies as possible. Each candidate, too, after his nomination at the party convention, makes special efforts to secure his own election. He addresses meetings and tries to "canvass" the voters, that is, to ask individuals directly for their votes.

Cabinet: Responsible Government

After the elections, the party which has a majority of members in parliament is said to be in power and its representatives are spoken of as the *GOVERNMENT*, while the representatives of the other party are spoken of as the *OPPOSITION*.

The Governor-General of the Dominion must choose a council (known as the *EXECUTIVE* or the *CABINET*) to advise him, as must also the Lieutenant-Governor of the province. In each case the leader of the party in

power is sent for and is asked to form a cabinet. He himself, as head of the cabinet, is the **PRIME MINISTER** or **PREMIER** of the country. In forming a cabinet, he selects such men of his party as have shown a capacity for administration, and the names are then submitted to the Governor-General or to the Lieutenant-Governor, as the case may be, for approval.

When a member of parliament is asked to enter the cabinet, he must return to his constituency for re-election as cabinet minister. Sometimes, however, the premier may wish to include in his cabinet a man who is not a member of parliament. In this case it is usual for some member to resign his seat in favour of the newly-chosen minister, who then becomes a candidate for election in the constituency.

Meetings of the cabinet are held in secret. When a policy has been decided upon, any member of the cabinet who is not willing to support it is expected to resign. If the premier dies or resigns, all the ministers resign and the new premier must form a new cabinet.

Besides their united responsibility in deciding the policy of the government, cabinet members have individual responsibility for the various departments of government placed in their charge. Each department, as, for instance, the Department of Agriculture, of Education, or of Finance, has at its head a cabinet minister who is held accountable for all that is done in his department, and who is known as Minister of Agri-

culture, of Education, or of Finance, as the case may be. Ministers who take part in the discussions and have a voice in the decisions of the cabinet, but who are not in charge of a department, are said to be *without portfolio*.

This system by which the cabinet must be made up solely of members of that party which has a majority in parliament, is known as RESPONSIBLE GOVERNMENT. It is said to be responsible because through this system the will of the majority of the people's representatives is carried out. It is true that the British North America Act does not state that the Governor-General and the Lieutenant-Governor must choose their ministers from the party in power, but if they did not do so, the party in power could refuse to vote supplies, which would make it impossible to carry on the government.

The Party Caucus

From time to time the members of parliament of each party meet to discuss party affairs. Such a meeting is spoken of as a PARTY CAUCUS. At the caucus, the party prepares its platform, chooses leaders when required, and decides upon its line of action.

Party Whips

Each party has an officer called the WHIP, whose chief duty is to secure the attendance of as many mem-

bers as possible whenever an important vote is to be taken in the House. Sometimes, in order to defeat a measure, the Opposition will try to bring on a vote during the absence of a majority of the government members. Now if a government at any time fails to carry any important measure it has introduced, it must resign. To prevent such an occurrence a whip is appointed whose duty it is to make sure that a government majority is present when the vote is taken. Besides performing this duty, the whip is supposed also to direct the organization of the party.

Summary

The Conservative party and the Liberal party are the two great parties in Canadian politics.

The supporters of a party organize associations throughout the country and hold conventions, at which candidates for parliament are nominated.

The views of a party are stated in its political platform.

Among members of parliament the whip is an important officer of each party. The course to be pursued by a party in parliament is decided at the party caucus.

In order that the government may be responsible to the people, the cabinet is made up solely of members from the party in power.

VII. PROVINCIAL AND DOMINION GOVERNMENTS: HOW LAWS ARE MADE

Opening of Parliament

Both the Dominion parliament and the provincial legislature must meet once a year. The sessions of each are opened with a good deal of ceremony. On the respective days set for the opening, the Governor-General in the one case, and the Lieutenant-Governor in the other, accompanied by a body-guard of soldiers, appears in state at the parliament buildings. He then reads the **SPEECH FROM THE THRONE** to the assembled members. This speech is an address in which is stated what business the government will ask parliament to do during the session. After this address is delivered he withdraws, and the session is open. Later, the members discuss the Speech from the Throne and prepare a reply.

Rules and Usages of Parliament

The rules and usages of parliament in conducting business are the same for both the Dominion and the provincial Houses. These rules in detail are so intricate that even those who have had long experience in parliament sometimes make mistakes.

To interpret and enforce these rules a chairman, known as the *SPEAKER*, is elected. He is chosen by vote* of the House when parliament first meets after an election. Although he is always a member of the party in power, he must apply the rules to all members impartially. The members of the government party sit at his right, and those of the opposition at his left.

A question is brought before the House for its consideration by means of a motion made by one member and seconded by another. Two days' notice of such motion must be given. After the motion is read by the Speaker, it is open to amendment and debate. No notice of amendment need be given. In debate, members must address their remarks to the Speaker, and must not refer to a fellow-member by name, but for example, as the "honourable member for Leeds." All the rules aim to keep the tone of the debate calm and temperate.

When the debate is at an end, the Speaker puts the question to the House for a decision. A *DIVISION*, that is, a standing vote in which the "yea" or "nay" of each member is recorded, may be asked for if there is any doubt as to whether a majority favours the passing of the motion.

How Laws Are Made: Dominion Parliament

A mere motion, or a resolution passed in parliament, does not have the force of a law. Before a law can be

made, what is called a **BILL**, that is, a draft of the proposed law, must be presented to parliament. This bill is fully discussed in several stages by the members of parliament, and must receive the assent of the Governor-General, representing the King, before it can become law.

Bills are of two kinds, public and private. A **PUBLIC BILL** deals with matters affecting the people in general; a **PRIVATE BILL** has to do with the affairs of a company, a corporation, or an individual. Public bills are presented directly in parliament by a motion, but private bills can be introduced only after all persons concerned have been informed of the proposed legislation.

Any member of the Senate or of the House of Commons may introduce a bill, provided that the bill does not involve the expenditure of public money. Bills which provide for the payment of money or the imposing of taxes may be introduced only in the House of Commons and only by a cabinet minister.

All bills, public and private, are given three readings* in the House of Commons. Usually a bill passes through the **FIRST READING** without discussion. Some days later it is given a **SECOND READING**, when the principle of the measure is discussed. If approved, the bill is then sent on to a **COMMITTEE** for full consideration and discussion of all its clauses. This committee may be a **COMMITTEE OF THE WHOLE**, that is, a committee of the House which all members may attend; or it may be a **STANDING**

COMMITTEE, that is, a permanent committee appointed to deal with all bills of a certain class; or it may be a SPECIAL COMMITTEE appointed to consider this particular bill. If a bill fails to pass the committee it is said to have been "killed in committee." A bill may, however, be amended, that is, altered, in committee. If so, it is reported to the House in its amended form and if approved, it goes to its THIRD READING. A bill usually passes its third reading without discussion.

During the discussions which arise at the various readings of a bill a member may speak only once; but he may speak as often as he pleases in the Committee of the Whole. To prevent unduly lengthened discussions the rules of CLOSURE may be applied. (See Glossary.) These rules permit a majority to decide when a vote is to be taken.

After a bill has received its third reading in the House of Commons it must pass through the same stages in the Senate. The Senate may amend any bill except an appropriation bill, that is, a bill providing for the expenditure of money. If a bill is amended by the Senate in a way that does not meet with the approval of the House of Commons, the bill is dropped for the session. But if the amendments are accepted by the House of Commons the bill goes to the Governor-General for his signature. It is then an ACT OF PARLIAMENT, or STATUTE and goes into force as law.

How Laws Are Made: Provincial Legislature

In the provincial legislature bills become laws by the same steps as in the Dominion parliament. The Lieutenant-Governor occupies the same position in the province with regard to legislation as the Governor-General does in the Dominion. In Ontario, however, there is no governing body which corresponds to the Senate, and bills, therefore, pass directly from the Legislative Assembly to the Lieutenant-Governor for his assent.

Summary

The sessions of the Dominion parliament are opened by the Governor-General, and those of the provincial legislature by the Lieutenant-Governor.

The rules of procedure are the same for both Dominion and provincial Houses and each House is presided over by a Speaker.

In both Dominion and province a bill becomes law by the same steps,—first reading, second reading, committee, and third reading,—the only difference being that in the Dominion it must go through these stages in the Senate as well as in the House of Commons before going to the Governor-General, while in the province it goes directly from the Legislative Assembly to the Lieutenant-Governor for his assent.

VIII. PROVINCIAL AND DOMINION GOVERNMENTS: POWERS OF EACH

The British North America Act gives a long list of the subjects about which the Dominion parliament alone shall have the power to make laws, and another long list of the subjects about which the provincial legislatures alone shall make laws. From a comparison of these lists it is seen that while some matters belong wholly to either one or the other of the Houses, other matters are dealt with by both. For instance, municipal institutions are under the sole control of the province and the postal service under the sole control of the Dominion; but, while the establishment and maintenance of prisons is in the hands of the province, penitentiaries are kept up by the Dominion.

The section of the Act dealing with the distribution of legislative powers contains details which are of little concern to the average citizen. The following, however, is an outline showing the respective powers of the two Houses with reference to some subjects which are of general interest.

AGRICULTURE. The Dominion parliament may make laws in relation to Agriculture. The provincial

legislature may do so also, provided such laws do not conflict with those of the Dominion.

BANKING. The Dominion parliament has the exclusive right to incorporate banks. The province has no right to license private banks, or to give banking powers to other corporations such, for instance, as trust companies.

CIVIL SERVICE. Each House controls its own civil service.

CONSTITUTION. The province has the power to amend its own constitution except as regards the office of lieutenant-governor. The Dominion constitution can be amended only by the British parliament.

CURRENCY AND COINAGE. This is under the absolute control of the Dominion.

EDUCATION. The province controls its own educational affairs, but if injustice is done to a Protestant or a Roman Catholic minority in any province, the Dominion may pass laws to remedy the injustice.

FISHERIES. The British North America Act gave the control of fisheries to the Dominion, but the province, under its right to control its own public lands, regulates fishing in provincial waters.

HOSPITALS, ASYLUMS, CHARITABLE INSTITUTIONS. The province has control of the establishment, maintenance and management of these institutions. Marine hospitals, however, are under the control of the Dominion.

IMMIGRATION. Both the Dominion and the province may make laws with regard to immigration; but the laws of the province must not conflict with those of the Dominion.

INDIANS AND INDIAN LANDS. These are under the control of the Dominion, but the province decides whether or not Indians may exercise the provincial franchise.

JUSTICE. The Dominion has exclusive authority over criminal law and determines the procedure in criminal matters; but the province controls its own criminal courts. In civil matters the province controls both law and procedure.

Penitentiaries are established and maintained by the Dominion; prisons and reformatories by the province.

LICENSES. The province has the power of granting licenses (shop, auctioneer, etc.) for the purpose of raising a revenue for provincial or municipal purposes. The Dominion, too, may tax and regulate by way of license.

MARRIAGE. In general, the Dominion controls the conditions under which marriage may be contracted or divorce may be granted. But the province has power over the solemnization of marriage within its borders, including power to issue marriage licenses.

MILITARY AND NAVAL SERVICE. This is wholly controlled by the Dominion.

MUNICIPAL INSTITUTIONS. The province has the exclusive right to create municipal institutions.

NATURALIZATION. Controlled solely by the Dominion.

PATENTS AND COPYRIGHTS. Issued only by the Dominion.

PUBLIC HEALTH. The Dominion takes charge of such of the conditions affecting public health as have to do with immigration. For instance, the Dominion, where necessary, quarantines immigrants on landing. The Dominion also takes measures against the adulteration of various articles.

The province has power to legislate freely regarding public health.

PUBLIC LANDS. The province controls its own public lands (crown lands).*

PUBLIC WORKS. The province controls all provincial works and undertakings except:

(a) Lines of steamships, railways, canals, telegraphs and other works extending beyond the limits of the province.

(b) Works which, although wholly within the province, are declared by the parliament of Canada to be for the general advantage of the Dominion.

Besides the works mentioned in (a) and (b), the Dominion controls such public buildings as custom houses, post offices, armouries, and drill-sheds.

POSTAL SERVICE. This is wholly in charge of the Dominion.

TAXATION. The province holds the power of direct taxation within the province. It cannot impose any indirect tax, such, for instance, as customs duties.

The British North America Act gave to the Dominion the right to raise money by any system of taxation. But the same Act gave to the province, among other exclusive powers, the exclusive right to levy direct taxes within the province; hence the Dominion cannot impose direct taxes. The Dominion, however, has sole control of excise and customs duties. See Chapter X.

WEIGHTS AND MEASURES. The Dominion fixes the standards for all weights and measures; for example, the quart measure must be of the same size in all parts of the Dominion. The province may legislate in certain matters such as the weight of loaves of bread offered for sale.

Dominion Control of Provincial Legislation

The Dominion parliament has full power over all matters not assigned exclusively in the Act to the control of the provinces. Besides, it may disallow, that is, set aside, any provincial Act in which the province has exceeded its powers, provided it does so within one year after receiving a copy of it. This power of **DISALLOWANCE** is, however, seldom used.

For extracts from the British North America Act regarding distribution of legislative powers, see Appendix C.

Summary

In the British North America Act the powers of the Dominion parliament and those of provincial legislatures are enumerated. A list of twenty-nine classes of subjects is given about which the Dominion alone may legislate. This is followed by a list of sixteen subjects which are under the sole control of the provinces. The Dominion is given power over all matters not assigned exclusively to the control of the provinces.

IX. PROVINCIAL AND DOMINION
GOVERNMENTS:
DEPARTMENTS OF EACH

The work of government in both the Dominion parliament and the provincial legislature is divided among a number of departments. As stated in a previous chapter, each department has at its head a cabinet minister who is responsible for his particular department. He is assisted by a DEPUTY-MINISTER, who is a non-political official. Although cabinet ministers resign with every change of government, deputy-ministers remain in office, and thus the business of each department is carried on without interruption.

The matters under the control of a department vary somewhat from time to time; that is, a subject which may have been assigned originally to one department, may, later, be transferred to another, if thought advisable. From time to time also new departments are created, as found necessary.

The following is a list of the cabinet ministers of each House, with the more important matters of which each department at present has charge.

Dominion Cabinet Ministers

1. THE PRESIDENT OF THE CABINET, who is usually the Premier.

2. THE MINISTER OF TRADE AND COMMERCE, who, as the name suggests, has charge of matters relating to trade and commerce. An important part of the work of this department is the extension of Canada's external trade, for which purpose it has TRADE COMMISSIONERS in various parts of the world.

3. THE MINISTER OF THE INTERIOR, who has charge of the North-West territories, Dominion lands, Dominion parks, and the care of Indians.

4. THE MINISTER OF PUBLIC WORKS, who attends to the construction and maintenance of all public buildings such as post-offices, custom-houses, immigration halls, etc., and to other public works such as harbours.

5. THE MINISTER OF RAILWAYS AND CANALS, the duties of whose department will be understood from the name. A BOARD OF RAILWAY COMMISSIONERS administers the Railway Act.

6. THE MINISTER OF FINANCE, whose work consists chiefly in the raising of the revenue.

7. THE MINISTER OF MARINE AND FISHERIES, who deals with matters connected with navigation and fisheries. He is also head of the Department of the Naval Service.

8. THE MINISTER OF JUSTICE, who has charge of all those matters affecting the administration of justice which are not under the control of the province. He superintends the penitentiaries and the Dominion police, and it is in his power to recommend criminals for pardon. It is he who examines the Acts of the provincial legislatures to determine whether, in any case, the powers of the legislatures have been exceeded.

9. THE MINISTER OF MILITIA AND DEFENCE, who is in charge of the armies, fortresses and military colleges of the Dominion.

10. THE MINISTER OF LABOUR, who administers the Acts of Parliament which have to do with industrial disputes such as strikes.

11. THE MINISTER OF INLAND REVENUE, whose duties include the collection of excise duties, the inspection of weights and measures, and the administration of laws relating to food adulteration.

12. THE MINISTER OF CUSTOMS, who has charge of the collection of customs duties.

13. THE MINISTER OF AGRICULTURE, who has charge of agricultural affairs, including the Dominion experimental farms. The issue of patents and copyrights, the registration of trade-marks, and the Public Health service of the Dominion are included in the work of this department.

14. THE MINISTER OF IMMIGRATION AND COLONIZATION, the duties of whose department are indicated by the name.

15. THE POSTMASTER-GENERAL, who is at the head of the postal service in all its branches.

16. THE SECRETARY OF STATE, who conducts all correspondence which concerns the whole government, looks after naturalization, issues passports, has oversight of the Dominion Archives branch, and has charge of government printing and stationery. The Secretary of State is (1917) also Minister of Mines. The geologic survey is conducted by the Department of Mines.

17. MINISTERS WITHOUT PORTFOLIO.

Important Officials Who Are Not Cabinet Members

THE SOLICITOR-GENERAL, whose duty it is to give legal advice to the government and to attend to the interests of the Dominion when it has a case in court.

THE AUDITOR-GENERAL, who examines and audits the accounts of each department.

THE HIGH COMMISSIONER, who is the representative of the Dominion in Great Britain. He controls Canadian immigration offices in Great Britain, and, in general, carries out the instructions of the Dominion government.

Provincial Cabinet Ministers

1. THE PRESIDENT OF THE CABINET, who is the Premier.

2. THE ATTORNEY-GENERAL, who is at the head of the provincial organization for maintaining law and order. County crown attorneys, justices of the peace, police magistrates, the provincial police force, etc., are under his direction. A most important branch of the work of this department is that of the superintendence of provincial insurance companies (life, fire, accident, etc.).

3. THE PROVINCIAL TREASURER, who, as the name implies, is in charge of the receipts and expenditures of the province.

4. THE PROVINCIAL SECRETARY, who is responsible for secretarial duties such as the presentation of petitions to the government and the public announcement of appointments to office. His department has charge also of hospitals, prisons and asylums, public health, registry of births, marriages and deaths, incorporation of companies, and the administration of the Ontario Temperance Act.

5. THE MINISTER OF EDUCATION, under whose control are schools and libraries.

6. THE MINISTER OF AGRICULTURE, who has charge of matters relating to agriculture,—fall fairs, women's institutes, experimental unions, etc. This department

controls the Ontario Agricultural College and the Ontario Veterinary College, and has charge of immigration, and the inspection of factories and shops.

The Minister of Agriculture is now advised by a scientific agriculturist, who is known as the Commissioner of Agriculture. Previous to the year 1888 there was no official known as Minister of Agriculture, but all matters relating to agriculture were in charge of a commissioner, as provided for in the British North America Act.

7. THE MINISTER OF PUBLIC WORKS, whose duties include the erection of provincial public buildings, the construction of colonization roads, and the administration of the game laws and fishery regulations. The Bureau of Labour, which collects information on all subjects relating to working men, is a branch of this department.

8. THE MINISTER OF LANDS, FORESTS AND MINES, who is responsible for the crown lands, forests, and mines—and also for the maintenance of provincial parks (Algonquin, Rondeau, etc.). Forestry and colonization are also in charge of this department.

9. MINISTER WITHOUT PORTFOLIO.

Commissions and Boards

In both Dominion and provincial governments, BOARDS AND COMMISSIONS have been appointed from time to time to deal with special matters. Some of the most important of these at present are:

THE DOMINION CIVIL SERVICE COMMISSION. In 1908 the Dominion government transferred its power of making appointments to the Civil service to a commission of two members, and established a system of competitive examinations for the filling of positions. Before this time appointments to the service were political and tests for fitness were not difficult. The commission is independent of party politics, and under its control the service has been much improved.

THE DOMINION COMMISSION OF CONSERVATION. The work of this commission is to study and investigate the resources of Canada and to advise the government as to what action should be taken to "conserve" (preserve, or protect) these natural resources. The commission is not a part of the government and has no power to deal with the conditions it finds; it can only make recommendations. The work of the commission includes the study of everything which may be considered a national resource, such as soil, forests, minerals, water-power, fish, wild animals and human life.

THE ONTARIO HYDRO-ELECTRIC POWER COMMISSION. The purpose of this commission is to procure and transmit electric power to municipalities. Any municipality may enter into a contract with the commission for a supply of electricity. The work of the commission has resulted in greatly reducing the cost of electricity. The commission conducts a survey of the water power

of the province and reports to the government as to its suitability for the development of electricity.

THE ONTARIO RAILWAY AND MUNICIPAL BOARD. This board has control of the construction and operation of railways that are incorporated by the province. Plans and surveys of a proposed railway must be approved by this board before construction work can be begun. Complaints and disputes about railway equipment and accommodation are settled by this board, and railway rates and regulations are subject to its approval.

The name "Municipal" as well as "Railway," is applied to this board because certain municipal matters pertaining to alteration of boundaries and to money by-laws are referred to it.

THE ONTARIO WORKMEN'S COMPENSATION BOARD. This is a board appointed to manage all the business arising out of the Workmen's Compensation Act. This Act provides for payments to workmen who are injured or disabled while engaged in certain industries.

Summary

The work of government in both Houses is divided among a number of departments, with a cabinet minister and a deputy-minister at the head of each. In the Ontario government there are usually seven departments, and in the Dominion, fifteen or sixteen. In addition to the various departments there are, in connection with each government, a number of boards and commissions, which are appointed to deal with special matters.

X. PROVINCIAL AND DOMINION GOVERNMENTS: REVENUE

In both the province and the Dominion a large expenditure of money must be made in order to carry on the work of government. This requires an income, which in the case of a government is spoken of as its revenue. In each government, estimates of the expenditure that will be required for the year are first made, and then ways and means of raising a revenue sufficient to meet these expenses are considered.

DOMINION EXPENDITURES

The average total yearly expenditure of the Dominion for the five years preceding the outbreak of war in Europe, was nearly one hundred and twenty-five millions. This amount has, of course, been greatly increased as a result of the war.

In the annual reports of expenditures the items are usually grouped together under different headings. The following are some of the more important groups:

INTEREST ON PUBLIC DEBT. The Dominion has a large public debt which was created in the first place by the taking over of the debts of each province at the

time of Confederation. The yearly interest on the public debt is one of the largest items of Dominion expenditure.

PROVINCIAL SUBSIDIES. Another large sum which the Dominion must expend every year is the amount of the provincial subsidies. Before the passing of the British North America Act, the provinces had the right to place duties on goods brought into the province (customs duties, see page 56). When this right was given up to the Dominion, the provinces lost a large amount of revenue. To make up for the loss the Dominion pays to each province a yearly subsidy, or grant. In some years, these subsidies have amounted to over thirteen millions.

CIVIL GOVERNMENT. Salaries of deputy-ministers, superintendents of different branches, secretaries, clerks, etc.

LEGISLATION. Salaries of members of parliament, speaker, librarian, and all assistants, messengers, pages, etc., of the House, with expenses for library and for stationery.

DEPARTMENTS OF GOVERNMENT. Besides providing a revenue for the above purposes, the Dominion must meet the expenses of each of the departments of the government,—agriculture, public works, militia and defence, etc.

DOMINION REVENUE

A part of the Dominion revenue is derived from such sources as DOMINION LANDS, FISHERIES, THE

GRANTING OF PATENTS, etc.; a much larger part is obtained from the GOVERNMENT-OWNED RAILWAYS and from the POSTAL SERVICE ; but all these together seldom provide, at most, for even half the revenue required. The remainder is raised by INDIRECT TAXATION.

What is meant by indirect taxation can best be understood from an example. A merchant pays a duty or tax on certain imported goods, that is, goods brought in from other countries, such, for example, as cotton and coffee. He adds the amount of the duty to the cost of his goods and must, therefore, sell the goods at a higher price than if he had paid no duty. Thus it is the buyer, or consumer, who really pays the tax, and since it is not paid directly to the government, such a tax is spoken of as an indirect tax.

Customs Duties

Duties or taxes placed on goods coming into the country are known as CUSTOMS DUTIES. On some articles the duty is levied as so much per cent. of the value; such duties are said to be "ad valorem." On other goods the duty is levied as so much per gallon or pound; these duties are known as "specific."

The rate of customs duties is, of course, different for different goods, and these different rates, taken together, are spoken of as the TARIFF.

Canada has at present three sets of rates or tariffs. The first is called the BRITISH PREFERENTIAL TARIFF,

and is the set of rates levied on goods coming into Canada from Great Britain and from certain of her colonies. These rates are lower than those on the same goods coming from other countries, and since in this way Great Britain and her colonies are given a "preference," the tariff is spoken of as "preferential." The second is the INTERMEDIATE TARIFF, a set of rates which apply to goods from certain countries with which Canada has trade treaties. The third is the GENERAL TARIFF, which applies to goods from all other countries. In the tariff lists the three different rates are given after the name of each kind of goods or article. For example, after the word "lawn mowers" are printed the numbers 20, 30, 32½; this means that on lawn mowers from countries trading under the British preferential tariff 20% duty is paid, on those from countries trading under the intermediate tariff, 30%, and on all others, 32½%.

There are certain goods, of course, which may be brought into the country free of duty. Scientific books and books to be used as text-books in schools and colleges are examples.

There are other goods, however, whose importation is forbidden. A list of goods at present prohibited includes, among other things, seditious or indecent literature, goods manufactured by prison labour, and egret plumes.

PROTECTION AND FREE TRADE. A tariff may serve another purpose besides that of raising a revenue.

Sometimes the object of customs duties is to "protect" the home manufacturer or producer; that is to say, the duties make it impossible for merchants to sell imported goods as cheaply as those produced in Canada, and hence more of the latter are sold. A tariff imposed for such a purpose is called a **PROTECTIVE TARIFF** and the country which imposes it is said to favour **PROTECTION**. A country which imposes no such tariff, but places duties only on articles not manufactured in the country, is said to have **FREE TRADE**.

Excise Duties

Besides the customs duties placed on imported goods, the Dominion government levies special duties, called excise duties, on certain articles manufactured within the Dominion. These duties are levied chiefly on spirits and tobacco, and they amount to a very large sum. They are paid by the manufacturers, and form a part of what is called the **INLAND REVENUE**.

The Budget

When the Minister of Finance makes his statement in parliament as to the probable expenses of government for the year, and the ways and means by which it is proposed to meet them, he is said to present the **BUDGET**. The Budget Speech lays before parliament any changes in the tariff that may be thought necessary, and this speech is usually of great interest to all classes of people.

PROVINCIAL EXPENDITURES

The average total yearly expenditure of the Ontario provincial government for the five years preceding the beginning of the great war was a little over ten millions. The following are some of the more important groups of items as stated in the annual reports of expenditures.:

CIVIL GOVERNMENT AND LEGISLATION: In the provincial, as in the Dominion government, the expenses of civil government and of legislation must be met. These two classes of expenditures include the same sort of items in both Houses, but the amounts are larger in the case of the Dominion, which pays the salaries of the governor-general and of the lieutenant-governors.

ADMINISTRATION OF JUSTICE: Maintenance of courts, provincial police, etc.

EDUCATION: Maintenance of Public Schools, High Schools, Normal Schools, Schools for the Blind, etc.

PUBLIC INSTITUTIONS: Maintenance of hospitals for the insane and of reformatories.

HOSPITALS AND CHARITIES: Grants to general hospitals, orphanages, industrial schools, and consumptive sanatoria.

PUBLIC BUILDINGS: Erection and repair of reformatories, schools, court houses, etc.

AGRICULTURE: Grants to agricultural and horticultural societies, institutes, etc., Maintenance of the Agricultural College and the Veterinary College.

PROVINCIAL REVENUE

The largest amounts which make up the Ontario provincial revenue are derived from the following sources:

THE DOMINION SUBSIDY. The Ontario subsidy consists of a fixed grant, besides a further grant which varies according to the population.* In 1916 the total subsidy was over two millions.

SUCCESSION DUTIES AND CORPORATION TAXES. Although the province has the power of direct taxation, it has not as yet imposed any tax for revenue purposes on all the people of the province.* It has, however, imposed succession duties and a corporation tax, two direct taxes which affect parts of the population.

The Succession Duty is a tax paid to the province by all estates of a value exceeding a certain amount. This amount varies according to whether the estate consists of life insurance, securities, or property, and whether it passes to a stranger or to a relative. In 1916 these duties amounted to over two millions.

The Corporation Tax is a tax levied upon certain companies doing business within the province, especially those companies which deal with finance and transportation. Banks, life insurance companies, loan and trust companies, railway, express, gas and electric companies, also sleeping and parlour car companies, are so taxed. In 1916, over one and a half millions of revenue were obtained from this tax.

CROWN LANDS, FORESTS AND MINES. Ontario each year has a large revenue from this source. In 1916, it amounted to over one and a half millions.

THE PROVINCIAL RAILWAY. The Temiskaming and Northern Ontario railway, owned by the province, contributes largely to the provincial revenue. In 1916 the amount was one million.

Summary

The work of both provincial and Dominion governments requires large expenditures of money and, therefore, large revenues.

In the Dominion, the largest part of the revenue comes from indirect taxation in the form of customs and excise duties. The tariff of customs duties is of three kinds,—preferential, intermediate and general. The government-owned railways and the post-office also contribute largely to the Dominion revenue.

The chief sources of the Ontario revenue are: The Dominion subsidy, succession duties, corporation taxes, crown lands, forests and mines, and the provincial railway.

XI. ELECTIONS

A.—DOMINION ELECTIONS

Prorogation and Dissolution of Parliament

At the close of the yearly sessions of parliament, the Governor-General dismisses the members for the time being, that is, until the next session begins. In doing so he is said to PROROGUE parliament, and this yearly closing is spoken of as PROROGATION.

But at the close of the five year term for which parliament is elected, the Governor-General dismisses the members and they do not return unless they are re-elected by the people. This breaking-up, or ending, of parliament is called DISSOLUTION.

Dissolution often takes place, however, before the end of the five-year term. It often happens that when a very important question is before the House the government may ask the Governor-General to dissolve parliament, in order that the will of the people on the subject in question may be found out by a general election.

Nominations

After parliament has been dissolved and a general election has been decided upon, ELECTION WRITS are

issued. These are simply orders sent out in the name of the King, stating the date when the nomination of candidates must take place. The writs are sent to special officers, known as RETURNING OFFICERS, who are appointed in all constituencies to take charge of the elections.

On the date set for the nominations the returning officer must be present in some public hall, between the hours of twelve o'clock noon and two o'clock, to receive nominations. A nomination must be written on a form prepared for the purpose, and must bear the signatures of twenty-five electors. In addition, a deposit of two hundred dollars must be made with the returning officer. This deposit is returned after the elections, except in the case of a candidate who fails to receive at least one-half the number of votes given to the successful candidate.

At these regular nominations the candidates who have been already chosen at the party conventions are officially nominated. Sometimes, however, a candidate is nominated who is not supported by either party; such a candidate is called an INDEPENDENT.

If at the end of the time allowed for nominations only one candidate has been nominated, he is declared to be elected by acclamation.

Voting

The elections are usually held one week from the day of the nominations and on the same day throughout the

Dominion.* Voting takes place from nine o'clock in the morning until five o'clock in the afternoon.

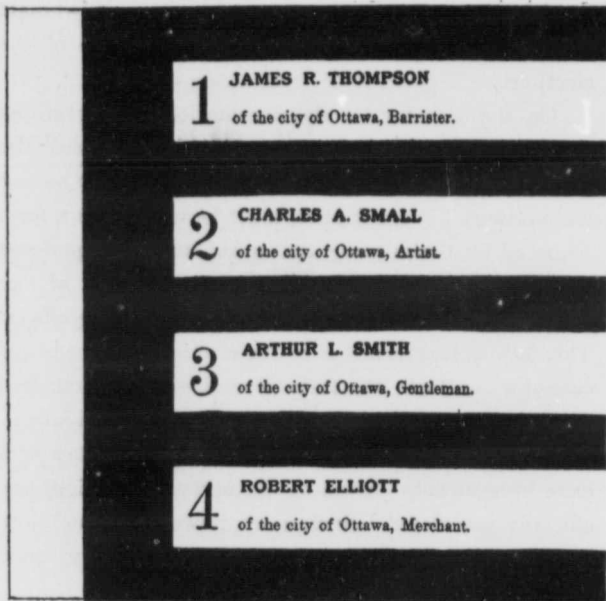


DIAGRAM I.

Each constituency is subdivided for the purpose of taking the vote, and in each sub-division a suitable polling, or voting place is chosen. Proclamations containing lists of these sub-divisions and polling places must be posted up in conspicuous places.

Each polling place is in charge of a DEPUTY RETURNING OFFICER, who has a POLL CLERK to assist him. The deputy returning officer is furnished with a list containing the names of those who are to vote at the polling place in his charge. The names of these voters, with their residence and occupation, are entered in a poll book and are numbered consecutively.

Voting takes place by secret ballot. The following is a description of the form of ballot used in Dominion elections.

Diagram I shows the face of a ballot paper. On the body of the ballot appears a numbered list of candidates with the residence and occupation of each. No other printing appears on the face of the ballot paper.

Diagram II shows the back of a ballot paper. On the stub is printed a number, and on the counterfoil the same number, with the words *poll book* followed by a blank space for a number. On the body of the ballot is the returning officer's stamp, the name of the electoral district and the date of the elections; and, in most cases, the name of the printer.

When a voter enters a polling place to cast his vote, he may be called upon by one of the candidates or his agent (sometimes called a *scrutineer*), or by the deputy returning officer, to take an oath that he has not voted before at this election, that he has not accepted a bribe, etc. Any one who refuses to take such an oath, when required, is not allowed to vote.

Before handing a ballot paper (detached from the stub) to a voter, the deputy returning officer must place his initials on the back of it, just above the re-

No 325

(Line of Perforations here.)

No 325

F. B. No.....

(Line of Perforations here.)

ELECTORAL DISTRICT OF

OTTAWA CITY,

November 24, 1900.

JAMES BROWN, Printer,
Ottawa.

DIAGRAM II.

turning officer's stamp; he must also enter on the back of the counterfoil the number which is opposite the voter's name in the poll book.

The voter goes into a compartment alone, makes a cross with a black lead pencil within the white space containing the name of the candidate for whom he wishes to vote, and then folds the ballot so that the

(STUB) (COUNTERFOIL)

(BODY OF BALLOT)

stamp, initials, and the number on the counterfoil can be seen without opening it.

The ballot is then given to the deputy returning officer, who must examine the stamp, initials, and counterfoil, to see that it is the same ballot paper which he gave to the voter. After doing so, he detaches the counterfoil, tears it up, and drops the ballot into the ballot box. The poll clerk then enters the word "voted" after the name of the voter in the poll book.

If the voter has placed crosses after the names of more than the number of candidates to be elected, or has made any mark of any sort on the ballot other than the usual cross, his ballot is spoiled and in the counting of the votes will be rejected.

Election Expenses

Such election expenses as the cost of printing ballots, the fees of returning officers, clerks, etc., are paid from the public treasury. But the campaign expenses of each candidate must, of course, be borne by himself or his friends.

In order to prevent an improper use of money in elections, the law makes certain requirements with regard to the expenditures of candidates. Each candidate appoints an OFFICIAL AGENT who is specially charged with paying all the lawful expenses of the candidate in connection with the election. The name and address of this official must be given to the returning

officer in writing, on or before nomination day. No person, not even the candidate himself, may make any contribution towards the candidate's expenses except through the official agent; but the candidate may himself pay such personal expenses as hotel bills.

After the elections a statement of the expenses of the candidate must be published in one of the newspapers circulating in the constituency, and any voter may, within a period of six months, examine the bills and vouchers for these expenditures, on payment of a small fee to the returning officer.

Bribery

Any person who asks, receives, or offers money or employment in return for a vote is guilty of bribery and may be punished by fine or imprisonment.

By-Elections

When parliament is dissolved, the elections which are held for the purpose of choosing a new parliament are spoken of as general elections. But sometimes a special election must be held in a constituency, in order to fill a vacancy caused by the death or resignation of a member of the House of Commons. In such an election, which is called a **BY-ELECTION**, the proceedings are exactly the same as in the case of a general election.

B.—PROVINCIAL ELECTIONS

Elections for the provincial legislature are conducted in practically the same way as those for the Dominion parliament. In the provincial nominations, however, no money deposit is required of a candidate.

Provincial laws against bribery and corruption, and requirements with regard to election expenses are much the same as those of the Dominion.

C.—MUNICIPAL ELECTIONS

Election of Councils

Municipal councils, as before stated, are elected annually.* Nomination meetings are held on the last Monday in December and elections take place on the first Monday in January. Any municipality may, however, if the electors so decide, hold the nominations on Dec. 23rd and the elections on Jan. 1st.

Municipal elections in Ontario are conducted in much the same way as those of the province and the Dominion. Voting takes place by ballot, and the clerk of the municipality acts as returning officer. The ballot used in municipal elections is simply a printed list of the names of candidates, and the ballot paper has no counterfoil. In cities and towns the voter must mark several ballots, one for the election of mayor, one for the election of aldermen* or councillors, and others for the election of controllers, commissioners, etc. In townships and vil-

lages one ballot contains the names of all the candidates. In all cases the voter must be careful not to place crosses after the names of more persons than are required to fill the municipal offices.

Election of School Boards

For the election of school trustees in the different municipalities, see page 85.

Summary

DOMINION AND PROVINCIAL ELECTIONS

When either the Dominion parliament or the provincial legislature is dissolved, election writs are issued setting a day for the nomination of candidates. The elections are usually held a week from the day of nominations, and voting takes place by secret ballot.

In both the Dominion and the province there are laws imposing severe penalties upon those guilty of bribery or other corrupt election practices.

When a vacancy occurs in either House, a by-election is held.

MUNICIPAL ELECTIONS

Municipal elections are usually held every year. Nominations usually take place on the last Monday in December and elections on the first Monday in January. These elections are conducted in much the same way as those of the province and the Dominion.

XII. VOTERS' LISTS

From time to time special lists known as Voters' Lists are prepared, containing the names of all those who have the right to vote at the different elections. It is important that the citizen who wishes to make sure of being permitted to vote, should see that his name is entered on the proper list. The franchise legislation of the Ontario government in 1917 provides that lists shall be prepared in the following way:

A.—CITIES: COUNTY TOWNS OF 9,000 OR OVER

In all cities and in county and district towns of 9,000 or over, two separate lists are made, one showing the names of those entitled to vote at municipal elections, and the other of those entitled to vote at provincial elections.

Municipal List

The municipal list in each case is prepared by the clerk of the municipality, from the assessment roll. On this list is entered the name of any person, resident or non-resident, who is twenty-one years of age and a British subject, and who is assessed either,—

- (a) As owner or tenant of property,—
 - in cities to the value of \$400;
 - in towns* to the value of \$300.
- (b) For income to the amount of \$400 or over.

When new lists are completed the clerk must send copies to certain officials, including the members of the council and the postmasters of the municipality, and must also post a copy conspicuously in his office. Any person may, by paying for it, procure a copy from the clerk.

Any one whose name is omitted from the list or who wishes to have the name of another struck off, may enter an appeal or make complaint by giving notice to the clerk on a prescribed blank, within thirty days after the new list has been posted. A COURT OF REVISION deals with these appeals and complaints.

A married woman who owns property and wishes her husband to vote instead of herself may give him the right to do so by notifying the assessor or the Court of Revision to that effect.

Provincial List

The provincial list in each case is prepared under the direction of a county VOTERS' REGISTRATION BOARD, consisting of the county judges and other legal officers. This board divides the constituency into registration districts and appoints a REGISTRAR for each. The registrar goes from house to house in his district

and compiles a list, in the order of the street numbers of the houses, of all persons who are entitled to vote at provincial elections.

Any person may be entered on this list who is twenty-one years of age, a British subject, and who has resided in Canada for the twelve months* preceding the date of commencing to make up the list, and in the constituency for the three months preceding the same date. In the case of a city which is divided into two or more electoral districts, a person, in order to be entered on the list, must have resided in the city for the three months preceding the date of making up the list, and in the constituency concerned, for the thirty days preceding the same date.

The lists from all the registration districts are handed in to the clerk of the registration board who must make up a complete list and have it printed. Copies of the completed list must be sent to certain persons, including municipal officials, postmasters, and the representatives of the constituency in parliament. A copy must also be posted conspicuously in the office of the clerk of the registration board.

After the posting of the lists each registrar must hold sittings, at a time and place fixed by the board, for the purpose of hearing the applications of those who, from absence or other cause, have been omitted from the lists. The list prepared at such sittings is called a SUPPLEMENTARY LIST. All persons whose names are

entered on a supplementary list are required to take a prescribed oath. Sometimes a person who is entitled to be entered on a supplementary list is unable, because of sickness or absence, to be present at the sittings. In such cases, any resident of the municipality may apply to have the name of the absentee entered.

For the purpose of considering appeals from the decision of registrars a BOARD OF APPEAL is appointed, consisting of three members of the county registration board. A person who wishes to appeal against the refusal of the registrar to enter his name on the list must send in a written notice to the clerk of the board of appeal, within three days after the close of the sittings of the registrar. This notice must be accompanied by a CERTIFICATE OF REFUSAL, which may be obtained from the registrar upon request. Appeals to have names struck off the list are also made by written notice.

After the lists are altered in accordance with the decisions of the board of appeal they are considered final, and are subject to no further appeal.

B.—TOWNSHIPS, VILLAGES AND TOWNS
(EXCEPT COUNTY TOWNS OF
9,000 OR OVER)

In townships, villages, and towns which are not county towns of 9,000 or over, two voters' lists are prepared. One, consisting of two parts, is prepared by the

municipal clerk from the assessment roll; the other is prepared by specially appointed registrars.

Municipal Clerk's List

Part I of this list contains the names of all persons who may vote at both provincial and municipal elections. Any person may be entered on this part who is a resident, twenty-one years of age, and a British subject, and who is assessed either,—

(a) As owner or tenant of property to the value of \$300 in towns with a population of over 3,000; \$200 in towns with a population of 3,000 or less; \$100 in villages and townships;

or

(b) For an income of not less than \$400.

or

(c) As a farmer's son living on the farm of either parent.

Part II contains the names of all persons who are assessed as required, but who are non-resident in the municipality. Such persons have the right to vote at municipal elections in the municipality in which they are assessed, but must have their names entered for a provincial vote on the lists of the municipality in which they reside.

Registrar's List

Besides the list in two parts just described, another list is prepared showing the names of those entitled to

vote at provincial elections only. This list is prepared under the direction of the county VOTERS' REGISTRATION BOARD. The board divides the constituency into districts, and places a REGISTRAR in charge of each district. The registrar goes from house to house and compiles a list of names of all persons who have the right to vote at provincial elections though they may have no municipal vote in that district. Any name which has been entered on Part I of the municipal clerk's list will, of course, not appear on the registrar's list.

The name of any one may be entered on the list of those entitled to vote at provincial elections who is twenty-one years of age and a British subject, and who has resided in Canada for the twelve months preceding the date of commencing to make up the lists, and in the constituency for the three months preceding the same date.

The registrars deliver their lists to the clerk of the registration board, who then has complete lists printed.

Copies both of the municipal clerk's list and of that prepared by registrars must be sent to certain public officials, including municipal councillors and postmasters. In each case, also, a copy must be posted up in a conspicuous place in the office of the clerk. Any person may, by paying the prescribed fee, procure a copy of either list. .

Appeals

Those whose names are omitted from the lists and those who wish to have the names of another struck off the list, have the right to enter an appeal or make a complaint.

Appeals or complaints concerning the municipal clerk's list are dealt with by the county judge in a Court of Revision. Any one wishing to appeal or to complain must do so by giving notice to the clerk in writing, on a prescribed blank, within thirty days after the lists have been posted up.

Appeals or complaints concerning the registrar's list are dealt with by a REVISING OFFICER. Any one wishing to appeal or to complain must do so by giving notice to the revising officer or his clerk, in writing, on a prescribed form, within twenty days after the list has been posted up. The revision of the lists by the revising officer is final and the list as completed by him, is delivered to the clerk of the peace, to be used, with Part I of the municipal clerk's list, in provincial elections.

Offences

Any person who gives or receives a bribe for being entered or for refraining from being entered on the lists, who personates another in applying to be entered, who wilfully applies for registration knowing that he has no right to be registered, or who gives false information to

the registrar, may be fined and also disqualified from voting at any election for three years following the offence.

Lists for Dominion Elections

For many years the provincial voters' lists, if not prepared more than one year previously, were used in Ontario for Dominion elections. That is, any one entitled to vote in provincial elections was entitled also to vote in Dominion elections. But special lists to be used only for Dominion elections have been made necessary by the Dominion War-time Elections Act* of 1917.

Summary

In cities and in county and district towns of 9,000 or over in the Province of Ontario, two lists of voters are prepared. One list contains the names of persons entitled to vote at municipal elections and is prepared by the municipal clerk. The other contains the names of those entitled to vote at provincial elections and is prepared by registrars.

In townships, villages, and towns other than county towns of 9,000 or over, two lists are also prepared. One list, prepared by the municipal clerk, contains, in the first part, the names of those who may vote in both municipal and provincial elections; and in the second part, the names of those who may vote in municipal elections only. The other list, prepared by registrars, contains the names of those who may vote at provincial elections only.

Appeals with respect to the lists prepared by the municipal clerk are dealt with by the county judge in a Court of Revision. Appeals with respect to the lists prepared by the registrars are dealt with by a Board of Appeal, in cities and in county towns of 9,000 or over, and by a revising officer in all other municipalities.

For Dominion elections provincial lists have hitherto been used.

XIII. EDUCATION: THE SCHOOL SYSTEM

Each province, as already stated, controls its own educational affairs, and there is no central bureau of education for the whole of Canada, as there is at Washington for the whole of the United States.

The Department of Education

Generally speaking, in Ontario all matters relating to education are in charge of the department of the government known as the DEPARTMENT OF EDUCATION. This department is presided over by the MINISTER OF EDUCATION, and it is under his authority that the work of the department is carried on.

Besides the Minister of Education the most important officials in the Department of Education are:

The DEPUTY MINISTER of Education, who has charge of the business administration of the Department.

The SUPERINTENDENT of Education, who has general supervision and direction of schools and public libraries.

The REGISTRAR, who keeps the records of the Department and has charge of the conduct of examinations.

The GENERAL EDITOR of text-books, under whose supervision all text-books in use in the schools of the province are prepared and published.

Public Schools

It is the duty of the Department of Education to see that every child in the province receives a good general education, and with this end in view it is necessary to make provision for schools, teachers, and courses of study.

For convenience in providing for schools each township is divided into SCHOOL SECTIONS, and in each section a PUBLIC (OR ELEMENTARY) school is established. In the same way also, Public Schools are established in larger villages, towns and cities, according as they are needed. In some towns and cities, also, KINDERGARTEN classes have been established, which the child may attend between the ages of four and seven, before entering the Public School. The Public School provides a course of study which the pupil usually completes in eight years. In general, pupils are required to attend school between the ages of eight and fourteen, and in municipalities where a by-law* has been passed to that effect, young people between the ages of fourteen and seventeen may also be required to attend either day or evening classes. In some schools what are known as FIFTH CLASSES have been established, which pupils may attend who have completed a regular Public School course.*

Separate Schools

In any section, at the request of five or more heads of families,* a Roman Catholic SEPARATE SCHOOL may be

established. In a school section where a Roman Catholic teacher is employed the Protestant ratepayers may also establish a Separate School. Separate Schools for coloured people may be established in the same way. In sections in which Separate Schools exist they are maintained by the ratepayers who have expressed a wish to be classified as Separate rather than as Public School supporters.

Consolidated Schools

In the schools in larger villages, towns, and cities where a number of teachers are employed, each teacher usually has charge of a single grade. These schools are spoken of as GRADED schools. In most rural schools, on the other hand, all the pupils, no matter what grade they are in, are in charge of a single teacher. Such schools are said to be UNGRADED. A number of rural school sections may, however, unite so as to establish a CONSOLIDATED school, to which all the children in these sections are sent. In a Consolidated School it is possible to grade the pupils as in a town or city school; and the consolidated school has usually the advantage of better accommodation and equipment than the one-teacher rural school.

Continuation Schools; High Schools; Collegiate Institutes

After completing the public school course, the pupil may, if he wishes, attend a CONTINUATION SCHOOL, a

HIGH SCHOOL, or a COLLEGIATE INSTITUTE, in which the subjects of study are more advanced. These three classes of schools are sometimes spoken of as SECONDARY schools. As a general thing, secondary schools have been established in the more important towns and cities in Ontario. The High School provides a four-year course and prepares pupils for entrance to the University and for entrance to training schools for teachers. Continuation Schools usually do the work of the first two years of the High School, and are generally situated in the smaller towns and villages. Collegiate Institutes are usually established in the larger towns and cities. In general, a Collegiate has a larger staff and better equipment than a High School. The courses of study in all these schools are prescribed by the Department of Education, and all teachers, whether of Public or High Schools, must hold certificates granted by the Department.

Training Schools for Teachers

There are three classes of training schools for teachers in Ontario,—the MODEL SCHOOLS, the NORMAL SCHOOLS, and the FACULTIES OF EDUCATION connected with the University of Toronto and Queen's University. Those who wish to obtain first-class Public School certificates, or certificates as High School assistants, must attend one of the Faculties of Education for one year. In order to obtain a second class Public School certifi-

cate it is necessary to attend a Normal School for one year. In order to obtain a third class Public School certificate it is necessary to attend a Model School for one term.

Teachers' Institutes

In order that teachers after leaving the training school may receive some further instruction and may have an opportunity to discuss educational questions, meetings of **TEACHERS' INSTITUTES** (or Associations) are held at different centres during two days in October. These meetings are usually addressed by instructors from training schools, sent out by the Department of Education. During the Easter vacation the **ONTARIO EDUCATIONAL ASSOCIATION**, of which all teachers and trustees may become members, holds its meeting in Toronto.

Trustees

But although the general direction and supervision of education in the province is in charge of the Department of Education, it is impossible for the officials of the Department to attend to all the details of business connected with the schools. For this purpose there are elected by the ratepayers in each school section or municipality, **BOARDS OF TRUSTEES** whose duty it is to appoint teachers, provide accommodation and equipment, and, in general, see that the work of the school is carried on

in accordance with the school laws and the regulations* of the Department.

In rural school sections the board of trustees consists of three members. Each trustee is elected for a period of three years, and provision is made to have one trustee retire each year. The annual meeting of the school section is held on the last Wednesday of December, and at this meeting each year a trustee is elected to take the place of the retiring member. Any ratepayer or farmer's son in the section may be a trustee, provided he is twenty-one years of age and a British subject. In most cases the election is decided by a show of hands, but a poll must be held if demanded by any two ratepayers. The voting, in case of a poll does not take place by ballot. Instead, the secretary records the vote of each ratepayer in a poll-book in which the names of the candidates have been written. The poll is usually kept open for some hours so that all ratepayers may have an opportunity to vote.

In towns and cities each ward is represented on the Public School board by two trustees, one of whom retires each year. In towns and villages which are not divided into wards six trustees are elected by a general vote of the ratepayers. Towns which are divided into wards may decide to elect their board in the same way. This does not apply to cities, however, which must always elect their trustees by wards. In towns and cities, annual meetings of ratepayers are held on the

last Wednesday of December, for the purpose of nominating candidates for school boards. If more than the required number of candidates are nominated, a poll must be held. The first Wednesday in January is the day fixed for the holding of such a poll, but a school board in an urban municipality may, by resolution, require the election of trustees to be held by ballot, on the same day as the other municipal elections; this is done in most towns and cities. Such elections of school boards are conducted in exactly the same way as elections of councils, with, of course, a separate ballot for school trustees.

Continuation Schools are under the control of the Public School boards*, but High Schools and Collegiate Institutes are under the control of separate HIGH SCHOOL BOARDS. The members of the High School board are not elected, but the board is composed of trustees appointed to represent the city, town, or county council,* the Public School board, and the Separate School board of the municipality.

Boards of Education

In a municipality where both a Public and a High School board exist, the two boards may unite to form a UNION BOARD OF EDUCATION. Or if the electors so decide by vote, a MUNICIPAL BOARD OF EDUCATION may be formed* which shall have charge of both Public

and High Schools. A municipal board of education* is composed of:

(a) Members elected by those ratepayers who are Public School supporters. These members are elected by a general vote of the ratepayers; but in cities of two hundred thousand or over (Toronto, for example), the election may take place by wards. Usually the elected members retire in rotation, a certain number each year; but in cities of two hundred thousand or over, if the electors so decide, the whole board may be elected annually. Elections are held on the same day as the other municipal elections and are conducted in the same manner.

(b) Either one or two members appointed by the Separate School board. The representatives of the Separate School board have the right to discuss and vote upon matters pertaining to the High School only.

(c) In certain cases, members appointed by the county council.

Maintenance of Schools

Public and High schools are supported in part by provincial GRANTS. The payment of these grants is based upon a number of conditions, such as attendance of pupils, accommodation and equipment, salaries paid, qualifications of teachers, subjects taught, etc. The additional sums that are required for maintenance are provided by school taxes levied upon the sections and

the municipalities in which the schools are situated; and every tax notice states the number of mills in the dollar which are being levied for both Public and High School purposes.

Inspection of Schools

In order that the Department of Education may know whether its regulations are being carried out satisfactorily, INSPECTORS are appointed to visit the schools and make reports to the Department. The inspector in each case also makes a report to the board of trustees as to the character of the teaching, the progress of the pupils and the general condition of the school. For purposes of inspection the rural school sections are grouped into INSPECTORATES. Generally speaking, there are two inspectorates in each county. Some cities also form inspectorates distinct from the county.

Inspectors of rural schools are appointed by the county council, and in cities the inspectors are appointed by the Public School board, or the board of education, as the case may be. No one may be appointed inspector who does not hold an inspector's certificate, granted by the department. The appointment must in every case be approved by the Minister of Education. The county council (or the board of education) may suspend an inspector who for any reason proves unsuitable, but he cannot be removed from office without the consent of the minister.

In order to adjust differences and secure more systematic inspection, a CHIEF INSPECTOR is appointed by the Minister to supervise and direct the work of the local inspectors.

In addition to the inspectors of Public Schools, there are in Ontario a number of Separate School inspectors, Continuation School inspectors, and High School inspectors, besides the inspectors who visit special schools and departments.

Summary

The Department of Education in Ontario has at its head a Minister of Education. Among the important officials of the Department are, the Deputy Minister of Education, the Superintendent of Education, the Registrar, and the General Editor of Text Books.

The chief classes of schools are:

- (a) *Elementary schools,—including Public and Separate Schools.*
- (b) *Secondary schools,—including Continuation Schools, High Schools, and Collegiate Institutes.*
- (c) *Training schools for teachers,—including Model Schools, Normal Schools, and the Faculties of Education of the Universities.*

Public and High Schools are under the immediate control of Boards of Trustees. In municipalities where there

are both High and Public Schools, either Union Boards of Education or Municipal Boards of Education may be formed.

In rural school sections Public School Boards are elected by open vote on the last Wednesday in December. In towns and cities the elections to Public School Boards and to Boards of Education are by ballot and usually take place on the same day as the other municipal elections.

Schools are maintained by grants and by the taxes of the ratepayers.

Inspectors, who are responsible to the Department, visit the schools from time to time, and report to the Boards of Trustees and to the Department of Education.

XIV. EDUCATION: AGRICULTURAL, INDUSTRIAL, UNIVERSITY

The Ontario Agricultural College

A certain amount of instruction in agriculture is given under the direction of the Department of Education in the schools of the province. But, in general, agricultural education in Ontario is under the control of the Department of Agriculture. The Ontario Agricultural College at Guelph gives instruction to young men in the science of agriculture and to young women in household science, and the Agricultural School which has been established at Kemptville will provide elementary courses in agriculture.

For admission to the Ontario Agricultural College a student must be seventeen years of age and must have spent at least one year at work on a farm. Students who complete a two-year course at the college may receive a diploma, but students who wish to obtain the degree of B.S.A. (Bachelor of the Science of Agriculture) must complete a four-year course. The College is affiliated with the University of Toronto, which conducts the examinations of the final year and grants degrees.

The purpose of the Ontario Agricultural College is not only to give courses in scientific agriculture for those who intend to work on the farm, but to prepare men to undertake agricultural research and to become leaders in agricultural movements. A number of graduates of the College occupy positions as DISTRICT REPRESENTATIVES in different counties in Ontario. Their duties are to advise farmers regarding agricultural methods, to conduct experiments, and to hold classes for farmers during the winter months.

The courses in household science for young women are given at the MACDONALD INSTITUTE, which forms a branch of the Ontario Agricultural College, and is under the control of the president. Courses are given at Macdonald Institute both for those who wish to fit themselves better for the duties of the home and for those who wish to become professional housekeepers or teachers of household science.

In addition to the courses for regular students at the Ontario Agricultural College, SHORT COURSES are offered each year in different branches of agriculture. The purpose of these courses is to give men and women who are actually engaged in farming an opportunity of receiving instruction along special lines.

The Department of Agriculture publishes a large number of BULLETINS which give detailed information regarding agricultural methods. Similar bulletins are also published by the Department of Agricul-

ture at Ottawa. These bulletins may be had free in each case upon application to the Deputy Minister of Agriculture.

The Teaching of Agriculture in Public and High Schools

The study of agriculture is not compulsory in the schools of Ontario, but in both Public and High Schools classes in agriculture may be established when the board of trustees so decides.

In any Public School in which agriculture is taught both the board and the teacher may receive a special government grant. When the teacher holds an elementary certificate in agriculture the grant is much larger.

In many counties RURAL SCHOOL FAIRS are held each year. These fairs are organized in most cases by the District Representative for the county, in co-operation with the Public School inspector and the teachers.

The board of trustees of any High or Continuation School may establish an agricultural department in the school, in which case the county council may make a grant to assist in maintaining the department. A teacher of agriculture in a High School must hold an elementary certificate in agriculture.

The teaching of agriculture in both Public and High schools is under the direction of the Inspector of Elementary Agricultural Classes, who is appointed by the Department of Education.

Industrial and Technical Education

The High School board (or the board of education) in any municipality in the province may provide for the establishment of Industrial or Technical Schools or technical departments in High Schools. They may provide also for the opening of Night Schools or the holding of part-time classes for employees in different industries. Where Industrial Schools are established they are in charge of an ADVISORY INDUSTRIAL COMMITTEE of eight or twelve persons appointed by the board. All such schools are maintained by general taxation and by grants from the government. The general organization of industrial and technical education in the province is in charge of a Director appointed by the Department of Education.

The University

In Ontario there are five universities,—the University of Toronto, Queen's University, McMaster University, the Western University, and the University of Ottawa. The University of Toronto is the provincial university and is maintained by a grant from the provincial legislature. Its business affairs are managed by a BOARD OF GOVERNORS whose members are appointed by the provincial government. All matters relating to courses of study, examinations and degrees are in charge of the university SENATE.

The University of Toronto includes a number of colleges which are grouped together under a central university organization and are said to be *FEDERATED* with the University. This group of federated colleges includes University College, Victoria College, Trinity College, and three theological colleges—Knox, Wycliffe and St. Michael's. Of these colleges, University College is more closely connected with the University than the others and is maintained by the legislature as a provincial college. The University, as the central body, grants degrees for all the colleges except in theology. Certain subjects are taught by the University and others by the colleges; and a student in attendance at the University will receive instruction in some subjects from the University and in others from the particular college to which he belongs.

Besides the federated colleges, the University has associated with it a number of other institutions which are said to be *AFFILIATED* with it. The list of affiliated institutions includes the Ontario Agricultural College, the College of Music, the College of Pharmacy, the Dental College, and others.

The different departments of instruction in the University are known as *FACULTIES*. The faculties of the University of Toronto are the faculties of arts, applied science, medicine, law, education, forestry, and household science.

Other Educational Institutions

In addition to the educational institutions already mentioned there are in the province a number of schools and colleges in which special training is given. Some of these, such as the Ontario College of Art, the Royal Military College at Kingston, the Schools for the Deaf and the Blind, the Industrial School at Mimico, are directly or indirectly under government control.

Summary

AGRICULTURAL EDUCATION. *The Ontario Agricultural College at Guelph, including the Macdonald Institute, which forms a part of it, is the most important institution in the province in which agricultural education is carried on. In both the Public and the High Schools of the province the teaching of agriculture is optional, but special grants are given to schools in which it is taught.*

INDUSTRIAL AND TECHNICAL EDUCATION. *High School boards (or boards of education) in any municipality may make provision for industrial and technical education. Where Industrial or Technical Schools are established they are under the control of an Advisory Industrial Committee appointed by the board.*

UNIVERSITY EDUCATION. *In Ontario there are five universities. Of these, the University of Toronto, with University College attached to it, is the provincial university. It is composed of a central organization together with federated and affiliated schools and colleges.*

XV. EDUCATION: PUBLIC LIBRARIES

In any city, town, village, township, or police village, upon petition of a certain number of electors,* the municipal council must submit a by-law to the rate-payers for the establishment of a Public Library.

The Public Library Board

The business of the library is in charge of a LIBRARY BOARD composed of the mayor (or reeve), three members appointed by the municipal council, three by the Public School board (or the Board of Education), and two by the Separate School board. One member from each of these classes retires annually. The board must hold meetings at least once a month, and four members form a quorum.

Maintenance of Public Libraries

Not later than the 15th of February each year the board must submit to the municipal council an estimate of the amount of money required for library purposes for the year. This amount must not exceed one-half a mill on the dollar of the assessment; but the municipal council by a two-thirds vote may increase the amount to three-quarters of a mill. In cities of one hundred

thousand population or over, the amount must not exceed one quarter of a mill on the dollar.

The money raised in this way may be devoted to purchase of books, payment of a librarian, and providing accommodation. The library board must not, however, spend more than two thousand dollars a year on capital account (building, equipment, etc.) without the consent of the municipal council.

In addition to the amount raised by municipal taxation each library receives a government grant, based upon the expenditures for books, periodicals, etc.

Extension of Library Privileges

A municipality or a school section near the centre in which a public library is situated may make arrangements with the board for the use of the library and for representation on the board. The Teachers' Institute in an inspectorate where a public library is established, may arrange to have the library board take charge of its books, and the institute is then entitled to elect a representative as a member of the board. In the same way a Board of Agriculture (Farmers' Institute) or a Women's Institute may make arrangements for the use of the library, but it has no representation on the library board.

Library Associations

In addition to the public (or free) libraries, there are in Ontario a large number of small libraries and reading

rooms controlled by what are known as LIBRARY ASSOCIATIONS.

In a township or other municipality an association may be formed by ten persons or more* who wish to establish a library, a reading room, or public classes. The association library is in charge of a board of management consisting of from five to nine members. The library is supported by fees of the members, grants from the county council, and government grants.

In addition to the public libraries and association libraries, the Government has established a number of travelling libraries which help to supply the needs of women's institutes, study clubs, or other societies in communities in which no other library exists.

Inspection: Library Institutes

The public libraries of the province are under the control of the Department of Education. An INSPECTOR of public libraries is appointed by the Department, and under his direction also LIBRARY INSTITUTES are held from time to time at various centres in the province for discussion of library methods. During Easter vacation a meeting of the ONTARIO LIBRARY ASSOCIATION is held in Toronto, which is attended by librarians and representatives of many library boards throughout the province.

Summary

A Public Library is in charge of a Library Board, consisting usually of nine members.

The library is maintained by government grants and by a Public Library tax levied by the municipal council.

In addition to the Public (Free) Libraries, there are in the province many smaller Association Libraries, which are maintained by the fees of members and by municipal and government grants.

All Public Libraries and Association Libraries are under the control of the Department of Education, and are visited from time to time by the Inspector of Public Libraries appointed by the Department.

XVI. PUBLIC HEALTH

The Provincial Board of Health

In the province all matters relating to public health are in charge of a body of men known as the PROVINCIAL BOARD OF HEALTH. This board consists of six members who are appointed by the cabinet for a period of three years. In addition to the members of the board, two provincial officials are also appointed by the cabinet: (a) THE CHIEF OFFICER OF PUBLIC HEALTH, who is ex-officio a member of the board; and (b) the PROVINCIAL HEALTH INSPECTOR, who acts under the direction of the board. The chief officer, the inspector, and at least four members of the board must be legally qualified medical practitioners.

The duties of the provincial board are, in general, to investigate the causes of disease and to make regulations regarding public health. They are responsible for the inspection of public institutions such as gaols, hospitals, asylums, with respect to sanitation; and they have an oversight over the vaccines and serums that are used within the province. They also distribute literature in the form of pamphlets and bulletins containing information of interest to the public with respect to public health.

District Health Officers

In order to secure better supervision of matters relating to public health, the province is divided into a number of districts, with a **DISTRICT HEALTH OFFICER** in charge of each. The duties of the district officer are to see that the laws and regulations relating to public health are being properly enforced in his district.

The Local Board of Health

In every municipality in the province there is also a **LOCAL BOARD OF HEALTH**, and a **MEDICAL HEALTH OFFICER**. In the larger towns and in cities this board consists of five members,—the mayor, the Medical Health Officer, and three ratepayers; in towns of less than 4,000 population, only one ratepayer is appointed, and the board consists of only three members. The medical health officer and ratepayers in each case are appointed by the municipal council. The council must also appoint one or more **SANITARY INSPECTORS**, as required by the local board. The Medical Health Officer holds his position during good conduct, and cannot be dismissed without the consent of the provincial board.

Duties of the Medical Health Officer

The local board of health is in charge of all matters affecting the public health of the municipality. The Medical Health Officer must see that a regular inspec-

tion of the municipality is made from time to time, and it is his duty to see that all premises are kept in a proper sanitary condition. He must take measures to control the spread of communicable diseases, and must see that no impure or diseased food is offered for sale and that the sources of supply of water, ice, and milk are free from contamination.

Nurses

In addition to the sanitary inspector, or inspectors who act under the direction of the local board, in some towns and cities one or more PROFESSIONAL NURSES are appointed to assist the Medical Health Officer. The chief duties of the nurse are to give advice and assistance regarding the nursing of the sick and the care of the children in the homes of the municipality, and to supervise the sanitary conditions of these homes. In any municipality* the board of trustees may establish a system of MEDICAL INSPECTION and DENTAL INSPECTION in the schools. In such cases the board may appoint a school physician and a school dentist, with one or more trained nurses to assist in the examination and supervision of the pupils.

Laws and Regulations

The laws and regulations relating to public health cover a wide field and contain much minute detail. The following is merely a brief summary or outline of a few of the points which are of general interest.

COMMUNICABLE DISEASES. The Public Health Act gives detailed directions as to the measures to be taken to prevent the spread of communicable diseases, with respect to such matters as disinfection, isolation, destruction of clothing and bedding, etc.

Within twelve hours after the discovery of any communicable disease, notice must be given to the local board of health by the householder or the physician in attendance. The local board has power to isolate the patient or take any other means to prevent the spread of the disease, and the Medical Health Officer must placard the house within six hours after receiving notice.

No pupil who is suffering from a communicable disease, or who comes from a home in which such a disease exists, is permitted to return to school within the time stated in the Regulations.*

SANITATION. The local board is given power to remedy unsanitary conditions within the municipality. The officers of the board may enter and inspect premises, such as factories, laundries, lodging-houses,* etc., to see if they are in a sanitary condition, and the local board may order that sanitary conveniences be installed. All matters relating to the sanitation of the home, such as plumbing, drainage, and the disposal of garbage and waste are under the control of the Medical Health Officer. A by-law* relating to public health, which is in force in all municipalities, directs that garbage shall be removed at least twice a week.

PUBLIC NUISANCES. The local board has power to deal with conditions which are dangerous to the public or injurious to public health, such, for instance, as smoke from factories, foul odors, dumping of refuse, location of slaughter houses, etc. When information is given in writing to the local board by a householder, with respect to a nuisance, the local board must investigate the complaint and remedy the conditions. The by-law mentioned above provides that swine must be kept in proper pens and no pen must be situated within one hundred feet of a dwelling-house. Slaughter-houses must not be situated within two hundred yards of any dwelling and within seventy yards of any street. Not more than two wagon-loads of manure may be kept on the premises of a livery stable, and a covered receptacle must be provided for it. Smoke must not be discharged from chimneys of factories or other buildings in quantities injurious to health. No offensive trades such as slaughtering animals, manufacturing gas or fertilizers, storing rags, bones, or refuse of any kind, may be established in any municipality without the consent of the local board.

FOOD, MILK, WATER, AND ICE. There are a number of different statutes which make provision for safeguarding the purity of milk, water, and ice supplies, and for protecting the purchaser in the case of food that is offered for sale. Dairies and stables from which milk is supplied to the public must be open to inspection by

the officers of the local board. The municipal council may pass by-laws regulating the sale of milk, and may license dealers. In any case, no milk shall be sold which does not contain at least 12% of solids, of which 3% must be butter fat. Preservatives must not be used in milk that is offered for sale, and it must not be diluted with water. No person who is suffering from a contagious skin disease shall be employed in connection with the care of milch cows or the sale of milk.

The provincial board has general supervision over all sources of public water supply, and it is their duty to have the water examined from time to time to find out whether or not any pollution exists. No garbage or refuse injurious to health may be deposited in any lake or stream in Ontario or on its banks or shores.

No one is permitted to cut ice, either for sale or for use for domestic purposes, without securing a permit from the local board, and no one is permitted to sell ice to the public without also securing a permit.

Diseased, unsound or unwholesome food of any kind must not be offered for sale; and fruit or berries must not be displayed for sale in such a way as to conceal defects in size and quality. Bread may be sold only in loaves 24 ounces or 48 ounces in weight, and no adulterants may be used in its manufacture.

Adulteration of Food: Quarantine

Two matters relating to public health which are of direct interest to the people of all the provinces,

are under the control of the Dominion government. A branch of the Inland Revenue Department administers the laws relating to the adulteration of food and to patent medicines; and a branch of the Department of Agriculture enforces the laws of quarantine as far as they apply to people entering the Dominion.

Summary

In the province all matters relating to public health are under the control of the Provincial Board of Health, and the Provincial Health Inspector.

The province is divided into districts with a District Health Officer in charge of each.

Every municipality has a Local Board of Health, and a Medical Health Officer, who is a member of the board.

The board of trustees may establish a system of medical inspection and dental inspection in the schools of the municipality, and engage professional nurses to assist in the work of inspection.

The administration of the laws relating to the adulteration of food is in charge of the Inland Revenue Department of the Dominion government; and the administration of the laws of quarantine, as applied to persons entering the country, is in charge of the Department of Agriculture, at Ottawa.

XVII. THE ADMINISTRATION OF JUSTICE

There are two different kinds of cases which a court of justice may be called upon to decide. Actions which are brought by one person against another for the settlement of some personal claim, as, for example, debt or title to property, are known as CIVIL CASES. Cases, on the other hand, in which a prisoner is charged with breaking the laws of the country, are known as CRIMINAL CASES.

A.—CIVIL COURTS

In civil cases the person who brings the action is spoken of as the PLAINTIFF, and the person against whom the action is brought is known as the DEFENDANT. When civil cases are tried it is usual for both plaintiff and defendant to be represented by their legal advisers, or "counsel," who look after their interests in the trial.

The courts before which civil actions may be tried are not all of the same kind, but differ according to the nature of the cases and the amount of money that is involved; and different courts may have different classes of judges to preside over them.

Division Courts

The kinds of cases that are most frequently brought before the civil courts are actions for the payment of small debts; and in order that these cases may be tried in each community with as little delay as possible, each county in the province is divided into half-a-dozen or more divisions,* each with a DIVISION COURT of its own. In each county in the province there is at least one COUNTY JUDGE, and one of his duties is to preside over the Division Courts. Sessions of the Division Court are held at least once in two months, and in some places they are held weekly. In general, the only cases which are brought before the Division Court are those in which not more than \$100 on unsettled accounts, or \$200 on notes, is involved.

In some cases after the judge has given his decision in favour of the plaintiff in the Division Court, it is found that the defendant has no property which can be sold to pay the debt. The judge may, in such cases issue what is known as a JUDGMENT SUMMONS requiring the defendant to appear before him to be examined as to his ability to pay the debt; and the judge after examining the defendant may require him to make regular payments in instalments, and may commit him to gaol if he fails to do so.

County Courts

Cases arising out of contract where the sum claimed is not more than \$800 and other cases where not more

than \$500 is involved are tried in the County Courts. Each County has its own Court which is held in the county town and is presided over by a county judge. Sessions of the County Court are held at least twice a year, and more frequently if necessary.

The Assizes

Civil cases in which larger sums of money are in dispute, or which are of a more serious nature, such, for instance, as actions for libel, must be tried before a higher court, known as the SUPREME COURT OF ONTARIO. The Supreme Court is made up of two divisions,—the APPELLATE DIVISION (or Court of Appeal), consisting of five judges, and the HIGH COURT DIVISION. There are, in all, fourteen judges belonging to the High Court. At least twice a year these judges go out singly to different county towns in Ontario to hold sittings of the Supreme Court called the Assizes. In some cases which are tried at the assizes, the judge alone weighs the evidence and gives a decision; but in other cases a jury considers the facts and pronounces a verdict. This jury consists usually of twelve men, and is known as the PETIT JURY. (*Petit*, pronounced "petty," is a French word, meaning "small.") In civil cases it is sufficient if ten out of twelve of the jurors agree on a verdict.

Courts of Appeal

THE APPELLATE DIVISION OF THE SUPREME COURT OF ONTARIO. When either the plaintiff or the defendant in any case is dissatisfied with the judgment of the lower courts or the High Court Division, he may enter an appeal and the case is then tried before the Appellate Division of the Supreme Court of Ontario. Appeals are usually heard by the Chief Justice of Ontario and four other judges.

THE SUPREME COURT OF CANADA. The judgment of the Supreme Court of Ontario is, however, not always final, for if either plaintiff or defendant is still dissatisfied, the case may be carried to the Supreme Court of Canada.* This court consists of a Chief Justice and five other judges. It considers appeals from the highest courts in the different provinces; and it is also called upon to settle controversies between the provinces and the Dominion.

THE PRIVY COUNCIL. In cases where the amount involved is over \$4,000, or where certain matters such as annual rents are in dispute, either of the parties concerned may appeal to the Judicial Committee of the Privy Council in England. This is the supreme court of the Empire, and its decisions are final.

B.—CRIMINAL COURTS

When any person is brought to trial for an offence against the laws of the country the charge against him

is presented on behalf of the "crown" or the king, whose laws have been broken; and since the king cannot appear in court in person to present his case, he is represented by some person who acts as crown prosecutor. In every county there is an official known as the COUNTY CROWN ATTORNEY, who is specially appointed for this purpose, and it is his duty to prepare the cases against all persons who are charged with offences against the crown. For the trial of criminal cases there are a number of different courts, some of which have power to try more serious offences than others.

The Police Court

In every city and large town in the province there is an official known as the POLICE MAGISTRATE, who presides over a POLICE COURT; and in every county there are also one or more officials known as JUSTICES OF THE PEACE, who under certain conditions may perform the duties of the magistrate. When any person is charged with a minor offence a SUMMONS is issued requiring him to appear before the police magistrate in order that the charge against him may be heard. In more serious cases the magistrate issues a WARRANT, or written order, requiring a constable to arrest the person who is so charged, and commit him to gaol until such a time as his case may be tried. Sometimes the offence with which the prisoner is charged is of so serious a nature that the magistrate merely satisfies himself that there

is sufficient evidence against the prisoner to justify his being tried by a higher court. In such a case he commits the prisoner for trial. Under certain conditions the prisoner may be admitted to bail until the higher court is held; but in any case where the offence is punishable by death, bail is not usually granted.

Summary Trials

When a prisoner who has been committed for trial on any charge wishes to have the case disposed of at once, he may be tried *summarily* (that is, without delay) before the county judge without a jury. But if he wishes to be tried by jury he must wait until such time as the regular sessions of the higher courts are held.

County Courts

In the latter case, unless the charge against the prisoner is of a very serious nature, he is tried by the county judge at a court known as the COURT OF GENERAL SESSION. This court is held twice a year, in June and December.

The Assizes

Persons accused of serious crimes, such as murder, are tried at the assizes, at which a judge of the Supreme Court of Ontario presides. Before a case actually comes up for trial at the assizes a GRAND JURY, consisting of from twelve to twenty-four men, considers the indict-

ment, that is, the written statement of the charge that is made against the prisoner, and decides whether there is sufficient evidence to make it worth while to have the case brought before the court. The grand jury either returns a "true bill" against the prisoner or finds that "no case" has been made out against him. When a true bill is returned the trial proceeds, as in important civil cases, before the judge and the petit jury.

Appeals in Criminal Cases

In criminal cases, appeals to the higher courts are permitted only under special circumstances; but in any case where it appears that the judgment at the trial has not been just, the court of appeal or the minister of justice may order a new trial.

When a prisoner has been sentenced for a criminal offence the only person who has power to show clemency is the Governor-General, who, as representative of the king, has the power to pardon offenders. The governor-general, however, exercises this power only on the advice of the Minister of Justice, who considers petitions and makes recommendations. When application for clemency is made on behalf of a prisoner who is under sentence of death, the cabinet considers the facts of the case and makes a recommendation to the governor-general; but in such cases the members of the cabinet are generally guided by the advice of the Minister of Justice.

C.—ADDITIONAL COURTS

In addition to the courts in which civil and criminal cases are tried, there are a number of other courts which have power to deal only with cases of a special kind. Of these courts the most important are the Juvenile Courts, the Surrogate Courts and the Exchequer Court.

JUVENILE COURTS. In cities, towns, or counties in which the Juvenile Delinquents' Act is in force, Juvenile Courts are also established; and the provincial cabinet may, when necessary, establish Juvenile Courts in other municipalities in the province. In these Juvenile Courts, as the name indicates, children who are charged with offences against the provincial laws are tried before a judge who is appointed especially to deal with such cases. Cases arising out of the Children's Protection Act, the Industrial Schools Act and the Truancy Act, are also tried in these courts. The general administration of the Juvenile Courts Act is in charge of the Superintendent of Neglected and Dependent Children, under the direction of the Attorney-General.

SURROGATE COURTS. In each county there is a Surrogate Court, presided over by the county judge, in which cases are tried that have to do with the wills and estates of deceased persons.

THE EXCHEQUER COURT. All claims for damages against the Dominion government, all cases in which the revenue or property of the Dominion is involved, and all cases of conflicting claims to patents and trade-

marks, are tried before a Dominion court, known as the Exchequer Court. All civil cases relating to navigation and trade and commerce in Canadian waters are also tried before the Exchequer Court, which is the only Admiralty Court in Canada.

Judicial Appointments

All county judges and judges of the supreme courts are appointed by the Dominion government upon the recommendation of the Minister of Justice; and no judge can be removed from office except at the request of both houses of parliament. Police magistrates, justices of the peace, county crown attorneys, and all officers of the court,—clerks, bailiffs, sheriffs, etc.,—are appointed by the provincial government upon the recommendation of the attorney-general.

Summary

Cases which come before the courts are of two kinds—civil and criminal.

Civil cases are tried in the Division Court, the County Court, and the Supreme Court of Ontario.

Criminal cases are tried in the Police Court, the Court of General Session, and the Supreme Court of Ontario.

The courts of appeal are, the Appellate Division of the Supreme Court of Ontario, the Supreme Court of Canada, and the Judicial Committee of the Privy Council.

Besides the regular courts for the trial of civil and criminal cases there are a number of others, of which the

Juvenile Courts, the Surrogate Courts and the Exchequer Court are the most important.

Judges are appointed by the Dominion government and hold their positions for life. Police magistrates, justices of the peace, and all officers of the court are appointed by the provincial government.

XVIII. CANADA'S RELATIONS TO GREAT BRITAIN

By the terms of the British North America Act Canada was given control of her own affairs; but in certain matters the Dominion is, nevertheless, still subject to the authority of Great Britain.

Control Over Legislation

The British parliament has, in the first place, the power to disallow, within a period of two years, any act of the Canadian parliament of which it does not approve. As a matter of fact, however, it has very rarely exercised this power. There is, in the second place, a British Act of Parliament which prevents the Dominion from enforcing any law which conflicts with the British laws regarding Canada. But there are in reality very few cases in which the British parliament makes any attempt to interfere with Canadian legislation. Practically the only important matter in which Great Britain still claims this right is in the control of merchant shipping. Canada cannot make laws regarding merchant vessels even in her own waters, because the British parliament has the sole right to control merchant shipping.

Changes in the Constitution

The most important matter in which the British parliament exercises control over the Dominion is with regard to changes in the Constitution. Great Britain gave Canada her constitution, and when changes are found necessary, application must be made to the British parliament. When, for instance, the Dominion parliament wishes to change the number of members in the senate, or to extend the life of parliament beyond five years, or to increase the amount of the subsidy paid to any province, it cannot make the change itself, but must ask the British parliament to do so.

Foreign Relations

In its relations to foreign countries, Canada is still in some respects subject to the authority of the British parliament. In declaring war or in making peace with a foreign country, Canada has no voice, and when Great Britain is at war with another country, Canada is also at war. It is left to the Dominion, however, to say whether or not troops will be sent to aid the mother country, and the number of troops which should be sent is entirely a matter for the Dominion to decide.

When a dispute arises between Canada and another country, as in the Alaska Boundary case,* negotiations for settlement are always carried on through the British

government; but in such cases Canada is always given an opportunity to express her views, even if these views are not in every case carried into effect by Great Britain.

In all matters relating to trade and commerce, however, Great Britain now recognizes the right of Canada to make her own treaties with other countries.

The Privy Council

In one other respect, also, the Dominion is still under the control of the mother country. Canada does not possess a final court of appeal to which legal questions may be referred, and in all legal actions in which an appeal is permitted the final decision lies with the Judicial Committee of the British Privy Council (a law committee of the British House of Lords).

Canada and the Empire

During the past twenty-five years a number of events have taken place which have helped to bring Canada into closer union with the mother country and with the other parts of the empire,—such events, for instance, as the completion of state-owned cables connecting different parts of the empire, the establishment of imperial penny postage, and the introduction of a system of preferential tariffs within the Empire. Since 1897, also, IMPERIAL CONFERENCES have been held in London every five years to discuss matters of mutual

interest between the colonies and the mother country. These conferences are attended by the premiers of the different dominions, together with the British prime minister and the secretary of state for the colonies. Important, however, as these conferences are, it must be remembered that the members have no power to carry their decisions into effect. They can only discuss imperial questions and make recommendations to their respective governments.

Summary

The British parliament has the power to disallow Canadian legislation; but except in rare instances it does not exercise this power.

No changes can be made in the Canadian constitution except by the British parliament.

The Dominion government has power to make treaties with foreign countries with respect to trade and commerce; but in the case of other treaties Canada is subject to the authority of Great Britain.

In legal actions where an appeal is permitted the final decision lies with the British Privy Council.

Imperial Conferences are held in London every five years for the discussion of questions that are of general interest to the empire.

NOTES

(The numbers refer to pages in the text.)

12. **Police Village.** Where there are 150 people living within an area of not more than 500 acres, a police village may be formed. The affairs of a police village are in the hands of a board of three trustees, elected by the people.

13. **Ward.** Each ward must have a population of at least 500, and no town or city is to be divided into fewer than three wards.

General Vote. In towns having a population of more than 5,000, councillors may be elected by a general vote, one councillor to every 1,000 of the population.

Towns with a population of over 5,000, but less than 6,000, may have six councillors elected by a general vote.

Towns with a population of less than 5,000 may also have six councillors, elected by a general vote, or may have one councillor elected in each ward, with a sufficient number to bring the total up to six, elected by general vote.

14. **Number of Aldermen.** A city of not more than 15,000 population may provide by by-law for the election of one alderman to every 1,000 of the population.

Board of Control. In cities having a population of not less than 100,000 and not more than 200,000, there shall be a Board of Control consisting of the mayor and four controllers to be elected by general vote.

The council of any city having a population of less than 100,000 but more than 45,000, may by by-law provide for the election, by general vote, of four controllers who, with the mayor, shall constitute a board of control.

16. **Quorum.** The number of members which form a quorum in meetings of public bodies is usually fixed by constitution. In the case of a municipal council, a majority constitutes a quorum.

17. **Commissions.** The council of a municipality may, by a by-law passed with the assent of the electors, entrust to a commission the control and management of any public utility operated by the municipality. Such a commission consists of three or of five members of whom the head of the council is one. The members are elected for two-year periods.

19. **Poll-tax.** In 1916, municipalities were given the power to increase the poll-tax from one dollar to five dollars a year.

Valuators. The Assessment Act (section 85) provides for the appointment by each county council of two or more valuers. The valuers must, in at least every fifth year, value lands in different parts of every municipality in the county and compare their valuation

with that of the assessors in each municipality. If the amounts correspond, the valuation is accepted in levying the county rate. If they differ, the valuers decide on a percentage corresponding to the difference and this percentage is deducted from, or added to the local assessment, according as the local assessment is higher or lower than that of the valuers.

The valuation made by the valuers is used by the county council for the *annual equalization* of assessments.

20. Money By-laws. The Municipal Institutions Act, [section 289 (2)] states for what objects councils may borrow money by a by-law passed without the assent of the ratepayers.

Section 278 of the same act states the vote that is required for the passing of bonus by-laws.

23. Number of Members. As a usual thing, each constituency elects only one member. In some of the constituencies of Toronto, however, two members are elected.

27. Extension of Term. The House of Commons which was elected in 1911 was given an extension of the usual five-year period, on account of war conditions.

Appointment of Senators. The governor-general acts, of course, upon the advice of the premier, who is, in reality, responsible for the appointments.

29. Political Parties. There are, besides the two historic political parties, several smaller parties or

groups. The Labour, Socialist and Nationalist groups are the chief of these.

36. Appointment of Speaker. The Speaker of the Senate is appointed by the Governor-General-in-Council.

37. Reading. The term "reading" came into use because in former times a bill had to be read to the members when it came up for discussion. Printed copies of each bill are now distributed, and only the title need be read when a particular bill is to be discussed.

43. Crown Lands. The Dominion controls the crown lands of Alberta and Saskatchewan.

60. Subsidies. Certain amounts of provincial subsidies were authorized at the time of the passing of the British North America Act, but since then adjustments have been made from time to time.

By the adjustment of 1907 Ontario receives:

- (a) A fixed grant of \$240,000.
- (b) 80 cts. per head of the population up to 2,500,000 and 60 cts. per head of the population in excess of that number.
- (c) The interest upon the capitalized sum which would have been paid had the amount as adjusted in 1873 been paid since the time of confederation.

War Tax. A war tax, to be collected by each municipality with the municipal taxes, is an exception.

64. Date of Election. An exception is made in very large constituencies, such as the Yukon, where voters have a long distance to go in order to vote.

69. Election of Councils. Municipalities may elect councils for two-year periods if a by-law to that effect is passed. Such a by-law cannot be passed without the assent of the ratepayers.

Number of Votes. The Municipal Institutions Act (section 99) provides that an elector may vote:

- (a) Once for mayor, controllers, reeve and deputy reeves.
- (b) Where election is by general vote, once only for councillors.
- (c) Where councillors or alderman are elected by wards, in each ward in which he is qualified.

72. Towns. This refers, of course, to the county towns of 9,000 or over treated of in this section. In other towns the amounts differ. See page 75.

73. Soldiers and Students. Soldiers or nurses serving with the military or naval forces of Canada, and students in attendance at institutions of learning who are resident in the municipality for which the list is prepared, and who are not entered upon any other list of persons entitled to vote at provincial elections, may be entered on this list.

Every soldier who has served or is serving in the armies of the Allies may be entered on the list if at the

time of enlistment he was residing within the municipality for which the list is prepared.

78. War-time Elections Act. A copy of the Dominion War-time Elections Act may be obtained free on application to the Government Distribution Office, Ottawa.

81. Attendance of Adolescents. According to the *Adolescent School Attendance Act* (1916) school boards may pass by-laws to require the attendance of adolescents (not more than seventeen years of age) at day or night classes or schools.

Fifth Classes. The course of study for the Fifth Form in a public school is practically the same as that prescribed for the first year in the High School. Fifth classes may not be established in districts in which a High or Continuation Schools are maintained.

Heads of Families. These persons must be Roman Catholics, and must be residents of the section. In order to establish a separate school they must call a meeting for the election of trustees and must notify the authorities mentioned in the Act.

85. Laws and Regulations. In addition to the laws or statutes relating to education the Minister of Education has power to make regulations with respect to such matters as accommodation, equipment, courses of study and examinations. These regulations must be approved by the cabinet and must also be submitted to the legislature for approval.

86. Continuation Schools. Where a Continuation School is established and maintained by Separate School supporters, it is under the control of the Separate School board. When the school boards in more than one section agree to the joint maintenance of a Continuation School, it is under the control of a committee composed of not more than two-thirds of the members of each board.

Composition of High School Boards. Every High School Board must consist of at least six trustees. In the case of a High School situated in a municipality of the county which is not a city or a separated town, three of the trustees are appointed by the county council and three by the municipal council. Where the High School District comprises the whole of a county, the county council appoints six trustees. In a city or a separated town the municipal council appoints six trustees. Where the High School in a city or a separated town is open to county pupils on the same terms as High Schools in municipalities not separated from the the county, the county council has the right to appoint three additional trustees. The Separate School board of a city, town, or village in which a High School is situated may appoint one trustee as a member of the board. The Public School board of every urban municipality, except where a board of education has been formed, may appoint one trustee as a member of the High School board.

Formation of Municipal Boards of Education.

A municipal board of education may be formed only when the High School district does not extend beyond the limits of the municipality.

87. Composition of Municipal Boards of Education. In cities of 50,000 or over, twelve members are elected, and two are appointed by the Separate School board. In cities of less than 50,000, ten members are elected and one is appointed by the Separate School board. In towns and villages, seven members are elected, and one is appointed by the Separate School board. Where a municipal board of education has jurisdiction over a High School in a municipality not separated from the county, the county council appoints three additional members.

97. Establishment of a Public Library. In the case of a city the petition must be signed by one hundred electors, in the case of a town by sixty, in the case of a village, township, or police village by thirty.

99. Formation of a Library Association. Ten persons or more who are not less than 21 years of age may form a library association. Any person twelve years of age or upwards may become a member of such an association when formed.

103. Medical Inspection of Schools. In cities of 200,000 or over, dental and medical inspection of Public School pupils is under the control of the local Board of Health.

104. Return to School. For full information, apply to the Medical Health Officer. A table showing the period of quarantine and date of return to school, according to the Public Health Act, is also to be found in the Public School Regulations issued by the Department of Education.

Lodging Houses. Sleeping rooms in lodging houses must be such that at least 600 cubic feet of air space is provided for each occupant.

By-law Relating to Public Health. The Public Health Act provides that the by-law set out in Schedule B of the Act shall be in force in every municipality, unless amended by the municipal council with the approval of the provincial board. The Medical Health Officer and sanitary inspectors are given power to enforce the by-law in each municipality.

109 Divisions. The statutes provide that there shall be not less than three nor more than twelve Division Courts in each county, of which there shall be at least one in each city and county town. The number and the limits of the different divisions are determined by a board consisting of the county judge, the sheriff, the warden, and the inspector.

111. Appeals to the Supreme Court of Canada. In general, an appeal to the Supreme Court of Canada is permitted only in case of suits involving titles to land, the validity of patents, annual rents, or matters in dispute where at least \$1,000 is involved.

119. **Alaska Boundary Case.** A dispute between Great Britain and the United States regarding the boundary line between Alaska and the Dominion of Canada. It was submitted to arbitration in 1903.

APPENDIX A.

Exemptions from Municipal Taxation

From Assessment Act, Section 8.

1. Property owned by the Crown or reserved for Indians.
2. Churches and cemeteries.
3. Public educational institutions—such as universities, colleges and schools.
4. Seminaries for religious, philanthropic, or educational purposes.
5. Municipal halls, courthouses, gaols, and hospitals.
6. Public roads and squares.
7. Municipal property.
8. Public parks.
9. Houses of industry, industrial farms, asylums, reformatories.
10. Property of children's aid societies.
11. Funds of friendly societies.
12. Property of public libraries and literary and scientific institutions.
13. Exhibition buildings.
14. Salaries of governor-general and lieutenant-governor.

15. Pay or pension of soldiers of army or navy.
16. Income of a farmer from his farm.
17. Manufacturing and farm machinery, but not the machinery of such public service companies as railway companies, electric companies, etc. An electric railway owned by a municipality is exempt.
18. Dividends from stock held in a company whose income is taxed.
19. Dividends from stock held in a toll road.
20. Yearly personal income:
 - (a) Of householders—up to \$1,500 in cities or towns, and up to \$1,200 in other municipalities.
 - (b) Non-householders—up to \$600 in cities or towns, and up to \$400 in other municipalities.
21. Rent or other income from real estate, except interest on mortgages.

APPENDIX B.

Qualifications of Members of School Boards

RURAL PUBLIC SCHOOL BOARDS. A ratepayer or a farmer's son, resident in the section, who is twenty-one years of age and a British subject, may be elected a member of a rural Public School board.

RURAL ROMAN CATHOLIC SEPARATE SCHOOL BOARDS. Any person who is twenty-one years of age and a British subject, whether he is or is not a householder or a freeholder, may be elected as member of a rural Roman Catholic Separate School board.

URBAN PUBLIC SCHOOL BOARDS. Any ratepayer, resident in the municipality, who is twenty-one years of age and a British subject, may be elected as member of an Urban Public School board.

HIGH SCHOOL BOARDS AND BOARDS OF EDUCATION. The qualification of members of High School boards or boards of education are the same as those of urban Public School boards. But no one who is a member or an officer of a municipal council may become a member of a High School board, or a board of education; and no person may be appointed as member of a board of education who is a member of the body making the appointment.

Qualifications of Members of Municipal Councils

No person shall be qualified to be elected a member of the council of a local municipality unless he—

- (a) Resides in or within two miles of the municipality;
- (b) Is a British subject;
- (c) Is a male of twenty-one years of age;
- (d) Is or his wife is the owner of lands, assessed in his name or in hers, of at least the value, *over and above all encumbrances*, of:

In a village, \$200; In a township, \$400;

In a town, \$600; In a city, \$1,000.

or

In any municipality is, or his wife is, in actual occupation of land, owned by either, and assessed in the name of either, of the value of at least \$2,000, *whether or not same is encumbered*.

or

Is, or his wife is, tenant under lease of land of at least the value of:

In a village, \$400; In a township, \$800;

In a town, \$1,200; In a city, \$2,000.

Qualifications of Members of the Ontario Legislature

Any male person who is a British subject and a resident of Ontario may be a candidate for the legislature, except:

- (a) A senator or a member of the House of Commons;

- (b) A government contractor;
- (c) Any employee of either the Dominion or the provincial government except—
 1. An army or naval officer;
 2. A justice of the peace;
 3. A coroner;
 4. A notary public;
 5. A public school inspector;
 6. Any person holding temporary professional employment from the Dominion government.No real estate qualification is required.

Qualifications of Members of the House of Commons

Any British subject twenty-one years of age may be a candidate for a seat in the House of Commons, except:

- (a) Any person who is a member of a provincial legislature;
- (b) Any person who has been found guilty of corrupt practices in an election;
- (c) A government contractor;
- (d) A sheriff;
- (e) A registrar of deeds;
- (f) A clerk of the peace or a county crown attorney;
- (g) Any person in the employ of the government of Canada (except ministers of the Crown).

A candidate need not reside in the constituency for which he is elected.

No real estate qualification is required.

Qualifications of Members of the Senate

No one may be a member of the Senate unless he is:

- (a) A British subject by birth or naturalization;
- (b) Thirty years of age;
- (c) Possessed of unincumbered property to the value of \$4,000;
- (d) A resident of the province for which he is appointed.

In the case of the Province of Quebec, he must either live in the part of the province for which he is appointed, or own property there.

APPENDIX C.

Section VI. British North America Act

DISTRIBUTION OF LEGISLATIVE POWERS.

Powers of the Parliament.

It shall be lawful for the King, by and with the advice and consent of the Senate and House of Commons, to make laws for the peace, order, and good government of Canada, in relation to all matters not coming within the classes of subjects by this Act assigned exclusively to the Legislatures of the Provinces; and for greater certainty, but not so as to restrict the generality of the foregoing terms of this section, it is hereby declared that (notwithstanding anything in this Act) the exclusive legislative authority of the Parliament of Canada extends to all matters coming within the classes of subjects next hereinafter enumerated; that is to say:

1. The Public Debt and Property.
2. The regulation of Trade and Commerce.
3. The raising of money by any mode or system of Taxation.
4. The borrowing of money on the public credit.
5. Postal service.

6. The Census and Statistics.
7. Militia, Military and Naval Service, and Defence.
8. The fixing of and providing for the salaries and allowances of civil and other officers of the Government of Canada.
9. Beacons, Buoys, Lighthouses, and Sable Island.
10. Navigation and Shipping.
11. Quarantine and the establishment and maintenance of Marine Hospitals.
12. Sea coast and inland Fisheries.
13. Ferries between a Province and any British or Foreign country or between two Provinces.
14. Currency and Coinage.
15. Banking, incorporation of banks, and the issue of paper money.
16. Savings' Banks.
17. Weights and Measures.
18. Bills of Exchange and Promissory Notes.
19. Interest.
20. Legal tender.
21. Bankruptcy and Insolvency.
22. Patents of invention and discovery.
23. Copyrights.
24. Indians, and lands reserved for the Indians.
25. Naturalization and Aliens.
26. Marriage and Divorce.
27. The Criminal Law, except the Constitution of

Courts of Criminal Jurisdiction, but including the Procedure in Criminal Matters.

28. The Establishment, Maintenance, and Management of Penitentiaries.
29. Such classes of subjects as are expressly excepted in the enumeration of the classes of subjects by this Act assigned exclusively to the Legislatures of the Provinces.

And any matter coming within any of the classes of subjects enumerated in this section shall not be deemed to come within the class of matters of a local or private nature comprised in the enumeration of the classes of subjects by this Act assigned exclusively to the Legislatures of the Provinces.

Exclusive Powers of Provincial Legislatures.

In each Province the Legislature may exclusively make laws in relation to matters coming within the classes of subjects next hereinafter enumerated, that is to say:

1. The amendment from time to time, notwithstanding anything in this Act, of the Constitution of the Province, except as regards the office of Lieutenant-Governor.
2. Direct taxation within the Province in order to the raising of a revenue for Provincial purposes.
3. The borrowing of money on the sole credit of the Province.

4. The establishment and tenure of Provincial offices and the appointment and payment of Provincial officers.
5. The Management and Sale of the Public Lands belonging to the Province and of the timber and wood thereon.
6. The Establishment, Maintenance, and Management of Public and Reformatory Prisons in and for the Province.
7. The Establishment, Maintenance and Management of Hospitals, Asylums, Charities, and Eleemosynary Institutions in and for the Province, other than Marine Hospitals.
8. Municipal Institutions in the Province.
9. Shop, Saloon, Tavern, Auctioneer, and other Licenses in order to the raising of a Revenue for Provincial, local, or municipal purposes.
10. Local Works and Undertakings other than such as are of the following classes,—
 - (a) Lines of Steam or other Ships, Railways, Canals, Telegraphs, and other works and undertakings connecting the Province with any other or others of the Provinces, or extending beyond the limits of the Province.
 - (b) Lines of Steamships between the Provinces and any British or Foreign Country;
 - (c) Such works as, although wholly situate within the Province, are before or after their execu-

- tion declared by the Parliament of Canada to be for the general advantage of Canada or for the advantage of two or more of the Provinces.
11. The Incorporation of Companies with Provincial objects.
 12. The Solemnization of Marriage in the Province.
 13. Property and Civil Rights in the Province.
 14. The Administration of Justice in the Province, including the Constitution, Maintenance, and Organization of Provincial Courts, both of Civil and of Criminal Jurisdiction, and including Procedure in Civil Matters in those Courts.
 15. The imposition of punishment by fine, penalty, or imprisonment for enforcing any law of the Province made in relation to any matter coming within any of the classes of subjects enumerated in this section.
 16. Generally all matters of a merely local or private nature in the Province.

SUGGESTIONS FOR MEETINGS OF
STUDY CLUBS

1. Give as many members as possible a part of the subject to prepare.
2. Put your subjects as far as possible in the form of questions. A question challenges interest.
3. Do not attempt to cover too much ground at one meeting.
4. Limit speakers as to time.
5. Make use of printed matter sent free by the government.
6. Do not expect your audience to carry in mind statistics which are read to them. Use a blackboard and let the figures "talk."
7. At every meeting have some time reserved for the discussion of what the Parliament, the Provincial Legislature, and your Municipal Council are doing.

SUBJECTS FOR CLASS STUDY

1. What can be done to improve the appearance of our village?
2. What reforms in our system of assessment and taxation are desirable?
3. How can the Public Library be made of more service in our community?

4. What are the advantages and disadvantages of Consolidated Rural Schools?
5. A workman is injured in a local factory. Under what condition can he secure compensation, under the terms of the Workmen's Compensation Act?
6. What legislation is advisable in order to further safeguard public health?
7. How can the roads in our community be improved?
8. To what extent are the conditions of labour of women and children in factories controlled by law? What further legislation should be sought?
9. How can better facilities for recreation in rural communities be provided?
10. Should the Province own and operate its own telephone system?
11. What are the chief arguments in favour of Senate reform in Canada?
12. The Municipality operates the waterworks system. Should it also undertake the sale and delivery of milk, in the interest of public health?
13. Should the subject of sex-hygiene be included in the school curriculum?
14. Should the system of proportional representation be adopted in Canada?
15. Is the single tax system preferable to our present system of taxation?

16. Should the death sentence be abolished?
17. Should the use of tobacco on the streets and in public places be prohibited?
18. Would it be to the advantage of farming communities to elect farmers instead of professional men as their representatives in parliament?
19. Is the adoption of simplified spelling advisable?
20. Should juvenile courts, presided over by women as well as by men, be established in every town and city?
21. What changes are advisable in our system of school inspection?
22. Is government ownership of railways desirable?
23. Should the authorized text-books be supplied free by the province to all children in public schools?
24. What measures should be taken by the people to prevent the conferring of hereditary titles upon Canadians?
25. Should all public libraries in the province be in charge of trained librarians appointed and paid by the government?
26. What can be done in our neighborhood to attract and protect wild birds?
27. Should our council pass a by-law regulating objectionable noises such as the blowing of whistles, ringing of bells, street cries, etc.?
28. Is it practicable for the municipality to erect dwelling houses to be rented to the poorer classes?

29. Should the school law be altered so as to require that at least one member of each rural board of trustees should be a woman?
30. Would the fixing of the rate of income tax so as to make it vary according to the amount of the income, be practicable?
31. Is the system of municipal government by commission preferable to our present system?
32. Should a Dominion Bureau of Education be established at Ottawa, for the consideration of educational problems?
33. Is it desirable that a law be passed making voting compulsory?
34. How can our universities be made of more value to the people of the province?
35. Would it be a benefit to rural education if schools were placed under the control of township or of county boards?
36. Is the patronage system a necessary evil?
37. Is it in the public interest that our municipality pass a by-law regulating the use of bill-boards for advertising purposes?
38. What can be done to encourage the development of Canadian art?
39. Should our municipality conduct a public campaign against flies and mosquitoes?

40. Is the appointment of married women as school teachers or as employees of the government justifiable?
41. Should express and telegraph services be under the post office department, as in Great Britain, instead of being left to private enterprise?
42. Is it preferable that a High School should be controlled by a High School board rather than by a municipal board of education?
43. To what extent should the municipality provide employment for those who cannot obtain work elsewhere?
44. Is compulsory military training in schools desirable?
45. Should the reading-rooms and reference shelves of libraries be open to the public on Sundays?
46. Would it be to the advantage of the people to possess the power of initiative in regard to legislation?
47. Should professional courses of training for teachers of rural schools be different from those provided for teachers of urban schools?
48. In what respects, if any, should the powers of the official guardian in the administration of estates be modified?
49. Are fifth classes in rural schools an advantage or a disadvantage to the work of the schools?
50. How does the constitution of Australia (including Imperial relations) differ from that of Canada?

51. Should there be a literacy test for immigrants?
52. In criminal cases should a unanimous verdict of the jury be necessary for conviction, as at present?
53. Should members of the legislature and of parliament be subject to recall?
54. Should Domestic Science and Agriculture be made compulsory subjects in all High Schools?
55. Of what advantage to Canada is the existing system of preferential trade?
56. Should a greater number of optional studies be permitted in the High School courses leading to teachers' certificates and matriculation?
57. Should an educational qualification be required of voters in order that the exercise of the franchise might be more effective?
58. Should the right of appeal to the British Privy Council be withdrawn, and the Supreme Court of Canada made the final court of appeal for Canada?
59. Should the use of any language other than English be permitted as a medium of instruction in the public schools of Ontario?
60. Would the carrying out of a scheme of Imperial federation be to the advantage or the disadvantage of British colonies?

GOVERNMENT PUBLICATIONS

A list of the publications of the Dominion government may be obtained on application to the Chief of Distribution, Distribution Office, Parliament Buildings, Ottawa.

A catalogue of the publications of the Ontario government may be obtained on application to the King's Printer, Parliament Buildings, Toronto.

For certain government publications a charge is made, but a large number of reports and bulletins may be had free of charge. Letters addressed to the Distribution Office or to any department of government at Ottawa may be sent free of postage.

The Revised Statutes of Canada, the Revised Statutes of Ontario, the yearly statutes of each House, the Canada Year Book, and the annual reports of the departments of each government should be in every public library.

A number of the departments of government issue monthly bulletins or circulars, which will be sent regularly to any one who applies to have his name placed on the mailing list. A Public Service Bulletin, which informs the public what the various departments of government are doing, is issued by the Ontario government and is free on application to the King's Printer.

RULES OF PROCEDURE
FOR MEETINGS OF CLUBS AND SOCIETIES

Organization

When a number of persons wish to organize a club or society, notices are sent out stating that a meeting for this purpose will be held at a certain time and place.

At the meeting thus called, a temporary president and a secretary are appointed. Those present are given an opportunity to discuss the question fully. At the close of the discussion a motion is usually passed expressing the decision of the meeting to form a society or club as proposed. A committee is then appointed to frame a constitution for the society, and a date is fixed for another meeting, at which this committee is expected to report.

At the second meeting the same chairman and secretary are in charge. The minutes of the first meeting are read and approved. The report of the committee appointed to frame a constitution is then read and discussed. The most convenient method of considering a constitution is to take it up by paragraphs, discussing, amending, and adopting each paragraph by itself.

Following the adoption of a constitution the secretary records the names of those who wish to become members.

It is then customary to proceed to the nomination and election of officers. The by-laws of the society should prescribe the method of nomination and election; but if no rule has been made it is usual to appoint a nominating committee. When this committee returns with its report the members of the society are given an opportunity to suggest additional names. If preferred, the elections may be postponed until the next meeting.

If rules of procedure for the society have not been included in the constitution, it is customary to appoint a small committee to draft these, and the report of this committee is considered at a later meeting.

In a meeting for the organization of a branch of any society which already has a constitution the procedure is, of course, much simpler than that outlined above. In such a case officers are elected, as a usual thing, at the first meeting; and subsequent meetings are conducted in accordance with the by-laws and rules of the society concerned.

The President

It is the duty of the president to act as chairman at the meetings of the society, and to see that business is conducted in accordance with the rules of procedure which have been adopted. For each meeting the secre-

tary should provide the president with a memorandum showing what is to come before the meeting in the regular order of business.

The president must state, and put to a vote, all questions which are moved in a regular way. He states the question by reading each motion as it is made and asking, "Are you ready for the question?" or, "Is there any discussion?" In the debate which may follow it is the duty of the president to keep speakers to the subject under discussion. When the discussion is over, the president rises, reads the motion again, and calls for the vote.

The president should announce the result of a vote very clearly and if there is any question pending he should state it at the same time. For example, if an amendment is lost, he should not only announce, "The amendment is lost," but should add, "and the question is now on the main motion." A chairman should in all cases be careful to dispose of all business growing out of one motion, before passing on to any further business.

In order to save time, certain formalities may be dispensed with by general consent, but it is usually better for the president to adhere to rules. Tact and courtesy must be exercised, especially in deciding points of order and in giving decisions on appeals to the chair. The president, of course, takes no part in discussions.

In many societies the president has administrative duties as well as those of presiding officer. Such duties should be clearly defined in the by-laws of the society.

The Secretary

One of the chief duties of the secretary of a society or club is to keep the minutes of the meetings. The minutes of a regular meeting should be a record of the actual proceedings, such as motions and resolutions. A newspaper report may contain an account of the speeches given at the meeting; but, strictly speaking, the minutes should record only what was done, not what was said, and should include no criticism, favourable or unfavourable. The minutes may be approved by general consent, without the formality of a motion. In this case, after the secretary has read the minutes, the chairman asks, "Are there any corrections?" If any are suggested they are dealt with, and the chairman says, "There being no further corrections, the minutes stand approved." It is customary, although in ordinary cases it is not necessary, for the chairman to sign the minutes.

In addition to keeping the minutes, it is the duty of the secretary to keep a membership roll and to call the roll when required; to keep a book containing the constitution and by-laws of the society; to send out notices of the time and place of meetings; to conduct correspondence pertaining to the business of the society, unless a corresponding secretary has been appointed for this purpose; to notify officers and committees of their appointment, and to provide for the chairman of each committee a list of the members of the committee and the matters referred to it; to keep on file the reports

of committees with memoranda of the action taken on such reports; to sign, with the president, all orders on the treasury which are authorized by the society.

A society usually adopts a regular order of business to be followed at its meetings. The usual order is:

- (a) Minutes of the last meeting;
- (b) Reports of standing committees;
- (c) Reports of special committees;
- (d) Unfinished business.
- (e) New business.

The secretary should make out for each meeting a memorandum showing what matters are to be brought before the meeting in the regular order of business.

The Treasurer

The duty of the treasurer is to take charge of the funds of the society, to make payments on the order of the society signed by the president and the secretary, and to prepare financial reports, annually or quarterly, according to the requirements of the society. These reports are for the information of members, and should not be in too great detail. If auditors are appointed the treasurer's report should be audited before it is presented to the meeting.

Motions

The proper way in which to bring a question before a meeting is to submit it in the form of a motion moved

by one member and seconded by another. Mere formal and routine motions to which no one is likely to object need not be seconded. All important motions should be in writing. Some societies have rules which require members to give notice at one meeting of any important motions to be proposed at another.

Amendments are put to a vote before the main motion. The chairman states an amendment as follows: "Mr. W. moves, seconded by Mr. X., that, etc. To this, Mr. Y. moves, in amendment, seconded by Mr. Z., that etc. Is it the pleasure of the meeting to adopt the amendment?" If the amendment is lost the chairman proposes the main motion; if the amendment is carried, the chairman says, "Is it the pleasure of the meeting to adopt the main motion so amended?"

One amendment to an amendment may be proposed, but not more. In other words, only the original motion, an amendment to the motion, and an amendment to the amendment may be before the meeting at one time. In such a case, the amendment to the amendment is put to a vote first, the amendment second, and the main motion third.

A motion may be withdrawn only by the consent of the whole meeting. If even one member objects the motion cannot be withdrawn.

Every society should have a clear rule stating when a question which has been decided may be reconsidered. In some societies any member may make a motion at

one meeting asking for the reconsideration of a question at the next meeting; other societies require a two-thirds vote in favour before permitting reconsideration. In most societies a resolution which has been passed may be rescinded, provided due notice is given of the motion to rescind.

Certain motions which have for their object the postponement of a decision on a question which is before the meeting, are permissible. Motions to lay the question on the table, to postpone the question to a specified time, or to postpone the question indefinitely, are examples. This method of postponing a decision has been adopted from United States procedure, and clear rules governing its use ought to be made by each society.

Many societies have adopted also the United States custom of writing any very important motion in the form of a resolution beginning with the words, "*Resolved* that." The reasons for a resolution may be stated in a preamble, in which each clause begins with the word "whereas," and is written as a separate paragraph. Strictly speaking, however, any motion, when it has been passed, may be termed a resolution, since it is the decision of the meeting on the subject.

Discussion

All members on rising to speak should first address the chair. A member is supposed to speak only once

in the discussion of a question, as long as any one who wishes to speak has not done so. Asking a question or making a suggestion is not considered as speaking. The person who makes a motion is allowed to "reply," but not the mover of an amendment. No member may speak to the motion after it has been put to a vote.

In all societies the rules should fix a certain time as the maximum allowed to any one speaker in the discussion of any question.

If a member thinks a rule of order has been broken he may rise and say, "I rise to a point of order." The chairman will then ask him to state his point of order, which he must do clearly. The chairman gives his decision, and if the member is not satisfied he may rise and say, "I appeal from the decision of the chair." The chairman must then state the point of appeal and his decision, and ask, "Is the decision of the chair to stand as the judgment of this meeting?"

A member who wishes to interrupt a speaker in order to ask him a question, should rise and say, "Mr. Chairman, I wish to ask the speaker a question." The speaker consents or declines through the chairman.

Voting

There are several different ways in which a vote may be taken. The chairman may ask those in favour of a motion to say "yea," those opposed to say "nay," or may ask members to signify their decision by raising

the hand, or by rising. If required by the rules of the society, or by a decision of the meeting, the vote may be taken by ballot, or by having the roll called and requiring each member to answer yea, or nay, as his name is called. In every case the chairman should declare the result of the vote clearly.

Committees

A committee is a body of persons appointed to attend to some matter *committed* to them. It possesses only the powers given to it by the appointing body.

Committees are of three main kinds. A meeting is said to be a Committee of the Whole when all the members present form a committee in order to discuss some matter more freely than can be done in a regular meeting. A Standing Committee is appointed for a definite time, to deal with certain matters. A Special Committee is appointed for a special purpose, and ceases to exist as soon as the society has received its report.

In committee meetings the formalities of discussion are not observed, but all questions are put to a vote. The member first named on a committee acts as chairman, and takes part freely in the discussions. The chairman usually calls the committee together, but any two members who wish to call a meeting may do so. In small special committees the chairman acts as secretary, but in standing committees a secretary is usually appointed.

All reports of committees should be signed by the chairman and important reports should be signed by all the members as well. Each report should close with a resolution covering all the recommendations. A committee report is presented to a meeting by the chairman of the committee, but any other member of the committee may act in his absence. After the report is read, a motion should be made either that the report be considered at once, or that the report be considered at a future meeting, or that the report be adopted. A standing committee reports annually upon everything referred to it during the year.

GLOSSARY

Administration. This name is sometimes given to the cabinet ministers who, as a body, are at the head of the government. The name is fitting, because each member of cabinet *administers* the laws which have to do with his department.

Archives. Documents or records relating to the affairs of the nation. The keeper of the archives is called the *archivist*.

Assizes. The sessions of the High Court of Justice, which are held twice a year in each county in Ontario.

Attorney General. An official whose duty it is to represent the king in legal cases where the rights of the crown are involved. In Ontario the attorney-general is a member of the provincial cabinet.

Bail. Security which is given on behalf of a prisoner that if released from gaol he will appear in court when required, to answer the charge against him.

Barrister. A lawyer who has the right to appear in court to argue a case before a judge. A solicitor, on the other hand, has no right to plead a case in court; but he may prepare the "brief" or arguments for the barrister.

Bilingual Schools. Schools in which special provision is made for the use of the French language in teaching children of French parentage who do not understand the English language.

Bill. A draft of a proposed law as presented to parliament. When it is passed by parliament it becomes an Act of Parliament, or statute, and goes into force as law.

British North America Act. This is the name given to the Act of the British parliament, 1867, by which the British provinces in North America were formed into a union or *confederation*, called the Dominion of Canada. The Act is also spoken of as the *Act of Confederation*.

Budget. The annual financial statement made by the Minister of Finance in parliament, in which is presented an estimate of the probable expenditure of the government for the year, with the proposed ways of meeting it. The word "budget" is derived from the French, *bougette*, a little leather bag.

By-Election. A special election held in a constituency for the purpose of filling a vacancy in parliament.

Cabinet. The collective body of ministers who, with the premier, direct the government of the country. The Cabinet is sometimes spoken of as the "executive" or "administration." The name *cabinet* came into use because the consultations of ministers were originally held in a private room, or *cabinet*.

Candidate. A person who seeks election to an office. The word comes from the Latin *candidus*, white. Those who sought offices in Rome wore white robes during their candidature.

Caucus. This is the name given in Canada to the meetings of members of parliament of each party to discuss party affairs.

Census. The official counting of the population. This takes place in Canada every ten years, in the years ending in one, i.e., 1891, 1901, 1911, 1921, etc. The word comes from the Latin verb *censeo*, to enrol.

Civil Service. That branch of the public service to which clerks required by the various departments of the government belong. The word *civil*, coming from the Latin *civis*, a citizen, is used to distinguish this service from the military service of the government. Applicants for positions in the Canadian civil service are required to pass examinations.

Closure is the closing of a debate on a bill in the House of Commons by the application of certain rules. These rules permit the majority to bring on the vote by setting a limit to the length of time allowed for discussion. The object of such procedure is to prevent members from making speeches for the sole purpose of delaying the progress of a bill.

Coalition Government. A government in which the different political parties are united for a common cause.

Committee. A body of persons appointed to attend to some particular matter referred to them. In parliament, after a bill has been given its second reading it is usually discussed fully in all its clauses by the members in a committee, spoken of as the *Committee of the Whole House*. When the House goes into committee the Speaker leaves the chair and another chairman takes his place.

Commission. A body of persons to whom special powers have been given for a definite purpose. Sometimes a commission is appointed temporarily to investigate certain conditions and report. Or permanent commissions may be formed, to act in an advisory capacity, (Ex. Dominion Commission of Conservation), or to control certain matters (Ex. Dominion Civil Service Commission). In municipalities, the control of special matters, such as water supply, is often given to commissions. In all cases, commissions are responsible to the legislative body which appoints them.

The word "commission" is used in a different sense in the term "government by commission." In the United States a number of cities have adopted government by commission, in which the administration of the city's affairs is in the hands of a small commission elected directly by the people and directly responsible to the people.

Confederation. See British North America Act.

Consolidated Fund. The general fund into which

all government revenue is paid, and from which all government expenses are met.

Consolidated Schools. When two or more school sections unite for the purpose of establishing a central graded school to take the place of the ungraded schools in the different sections, the school sections are said to be *consolidated* and the central graded school is known as a *consolidated school*.

Constables. Officers of the law whose duty it is to maintain the public peace. They have authority to arrest persons who commit offences in their presence; but in other cases they must obtain a warrant from a magistrate before making an arrest. In cities the policemen perform the same duties as constables.

Constituency. The name given commonly to each of the districts into which the province is divided for electoral purposes, but properly applied to the voters, collectively, in each district.

Constitution. The name given to the body of rules and principles under which a country carries on its government. Canada's written constitution is found in the British North America Act.

Coroner. When it is in the public interest to hold an inquiry or "inquest" into the cause of death, or into the cause of any fire which is supposed to be of incendiary origin, the inquest is conducted by an officer who looks after the interests of the government, or crown. This officer is known as the *coroner* (Latin *corona*, a crown).

Corporation. When a number of individuals are empowered by law to transact business as a single person they are said to form a body corporate, or corporation. Thus the people of a municipality form a body corporate whose powers are exercised by the council. Such bodies are spoken of as the corporation of the township, town, city, or county, as the case may be, and this legal name is used in all documents pertaining to the municipality, such, for instance, as a by-law.

County Crown Attorney. The official in each county whose duty it is to prosecute persons charged with criminal offences.

Crown. Strictly speaking, the word *crown* stands for the King; but it is used commonly to refer to the government, which is carried on in the name of the King. Thus, cabinet ministers are spoken of as ministers of the crown.

Crown Lands. Public lands controlled by the government.

Customs Duty. A tax imposed on goods brought into the country. The name "customs" comes from an old French word, *coutume*, meaning a customary tax.

Debentures and Bonds. Municipalities borrow money by means of debentures. A debenture is simply a promise to pay a definite amount of money on a fixed date. A debenture somewhat resembles a promissory note, but is much more binding. Bonds, which are

issued by the Dominion and provincial governments, are similar to debentures.

In former times, documents in which a debt was acknowledged, began with the Latin words, *debentur mihi*, etc., which mean, there are owing to me (certain amounts).

Dissolution of Parliament. The breaking up of parliament in order that a new parliament may be elected.

Division. In parliament, a standing vote in which the "yea" or "nay" of each member is recorded.

Elementary Schools. All schools below the grade of High Schools are known as elementary schools, because in these schools only the simple facts or *elements* of the various subjects of study are taught.

Ensign. The Canadian ensign or "Canadian Jack" is a red flag with the Union Jack in the upper left-hand corner, and bearing the Canadian coat-of-arms upon the "fly" or main body of the flag. All Canadian citizens, whether on land or sea, have the right to fly this flag. The red ensign was, however, formerly flown by merchant vessels only.

Exchequer. A superior court of law dealing with cases affecting the revenue of the country, so-called from the *chequered* cloth which formerly covered the table at which public accounts were calculated.

Excise Duty. A duty levied on certain articles, such as tobacco and spirits, manufactured within the

Dominion. The name *excise* comes from an old French word, meaning "tax."

Executive. This name is sometimes given to the cabinet ministers, as a body, who are at the heads of the departments of government. The name is fitting, because each *executes*, or carries out the laws which have to do with his department.

Ex Officio. When any person is a member of a board or a committee as a result of his holding a certain office, he is said to be a member *ex officio*, that is, by virtue of his office. For example, the Medical Health Officer is always *ex officio* a member of the local Board of Health.

Fiscal. Relating to the public treasury or revenue. From the Latin *fiscus*, the state treasury.

Federal Union or Federation. As applied to Canada, a union of the provinces in which each has power to legislate for itself, while the central or federal government controls matters which affect all the provinces.

Franchise. The right to vote. The word comes from the French adjective, *franche*, meaning "free."

Gazette. The official government newspaper, containing public announcements.

Gerrymander. An unfair way of changing the boundaries of constituencies so as to benefit the party in power. A district in which the government party is sure of a majority may be joined with one in which the party is likely to be defeated, in such a way as to form

a new constituency which will elect the party's candidate. The word *gerrymander* arose from the name of an American politician, Governor Gerry, of the State of Massachusetts, who once so changed the constituencies of the state that some one looking at the map remarked that one constituency was the shape of a salamander, to which some one rejoined, "not a salamander, but a "gerry-mander."

Governor-General-in-Council. This term means the governor-general acting with his cabinet or council. It is used in speaking of the official acts of the cabinet and shows that the governor-general has accepted the decision of the cabinet on the matter concerned.

Grand Jury. A jury consisting of from twelve to twenty-four members, whose duty it is to consider criminal cases which are set down for trial at the Assizes, and to decide whether there is sufficient evidence to warrant a trial. The word *grand* as here used is a French word, meaning "large," the grand jury being large as compared with the petit jury.

Habeas Corpus—Under British law every person is entitled to a fair trial, and any one who is imprisoned without trial has the right to ask the court to issue a writ, that is, a written order, to the gaoler requiring that the prisoner be brought before a superior court for examination. This written order is known as a writ of HABEAS CORPUS, because it begins with the Latin words *Habeas corpus*, meaning "you have the body." As a

matter of fact, however, it is only in rare cases nowadays that this writ is used.

Hansard. Published records of the debates of the Dominion parliament; so-called because the debates of the British parliament were originally published by the Messrs. Hansard.

Imperial Federation. The proposed union of different parts of the British Empire under a central imperial parliament to which the mother country and the colonies alike would send representatives.

Indemnity. The salary paid to a member of parliament is called an indemnity, which means an allowance or compensation.

Initiative. In some countries the people have the right to require a council or other governing body to pass a law if proposed by a given number of voters. In such a case they are said to possess the power of initiative, that is, the power of *beginning* legislation.

Judgment Summons. An order by a county judge that a person against whom there stands a judgment of the court for debt, shall appear before him to be examined as to his ability to pay the debt.

Kindergarten. A school in which young children receive training, chiefly through play, before attending the primary classes in the elementary school. The word *kindergarten* means "children's garden," and the name was given to this school for children because when Kindergarten classes were first formed they were held in a room opening out into a garden.

Kindergarten-primary. In order to bridge the gap between the Kindergarten and the Primary, in some towns and cities what are known as Kindergarten-Primary classes have been established. In these classes, as the name suggests, a combination of Kindergarten and Primary methods are employed.

Lieutenant-Governor-in-Council. This term means the Lieutenant-Governor acting with his cabinet or council. It is used in speaking of the official acts of the cabinet and shows that the Lieutenant-Governor has accepted the decision of the cabinet on the matter concerned.

Mint. The place where coins are made by government authority. The Canadian Mint at Ottawa is a branch of the Royal Mint of Great Britain.

Minutes. The records of the proceedings of a meeting. The word *minute* comes from a Latin word meaning "a small portion," and the records of a meeting are called *minutes* because they give an account of the proceedings in detail.

Municipal. That which pertains to local self-government. The word comes from the Latin, *municipium*, meaning "a town governed by its own laws."

Naturalization. The giving to a foreigner the same rights and privileges as are enjoyed by *natural* citizens, that is, citizens born in the Dominion. The word *natural* comes from the Latin *natus*, meaning "born."

Notary Public. A public officer, generally a member of the legal profession, appointed by the Lieutenant-Governor-in-Council to execute deeds and draw up legal documents. For these services he has the right to charge his client certain fees, which are fixed by law. One or more notaries are appointed for each municipality.

Order-in-Council. The written form, signed by the governor-general or by the lieutenant-governor, as the case may be, of an agreement or decision made by the cabinet.

Petit Jury. A jury consisting of not more than twelve members whose duty it is to hear evidence and decide matters of fact in important civil and criminal cases. *Petit* is a French word, meaning "small," and the term is used with reference to the petit jury to distinguish it from the "Grand" or large jury.

Poll. In an election, when the vote of each person is recorded either by himself on a ballot, or by a secretary in a book, a poll is said to be taken. The word comes from an old term, meaning "the head of a person"; hence a poll is, literally, a counting of heads.

Portfolio. A cabinet minister's duties in connection with the department of government of which he has charge. A minister without portfolio is one who is a member of the government executive, but who is not at the head of any department. The word *portfolio* is an imitation of the French word *porte-feuille*, the office of a minister.

Premier. The head of the cabinet. *Premier* is a French word, meaning "first," and the head of the cabinet is called the Premier because he is first called upon by the King's representative to form a cabinet and is thus the first, or *prime* minister of the country.

Privy Council. The British North America Act provided that the governor-general should have a body of advisers appointed by himself, called the *King's Privy Council for Canada*. This council, however, has no active duties, for, in reality, it is upon the advice of the cabinet that the governor-general acts.

Before becoming a cabinet minister a man is first made a member of the Privy Council, and he remains a member of it even after he leaves the cabinet. The cabinet is thus practically a committee of the Privy Council and usually, although not always, the premier of the cabinet is the president of the Privy Council.

The Privy Council, as distinct from the cabinet, is never called together. Its members receive no salary, but are entitled to be called "Honourable." The membership is not limited in number; in 1912 there were 67 members.

The Privy Council of Canada must be distinguished from the Judicial Committee of the British Privy Council to which appeals are made in legal matters.

Prorogation. The dismissal of parliament at the end of the annual session. The word comes from the Latin, *prorogare*, meaning "to prolong," and since the

members are dismissed only until the next session, prorogation is, literally, a protracting or prolonging of the life of parliament.

Protection. The trade system by which home manufacturers may sell their goods to better advantage because of duties imposed on the same kind of goods brought in from other countries.

Quorum. The number of members which the constitution of any body such as a council or board requires to be present at a meeting before business can be transacted. *Quorum* is a Latin word, meaning "of whom." It came into its present use because in former times it occurred so frequently in Latin lists of committee members, of whom (*quorum*) certain persons were named as necessary to the holding of a meeting.

Recall. In some countries the people have the right, by petition, to remove, before his term of office has expired, any offending member of an elected body such as a legislature. This is spoken of as the power of recall.

Reciprocity. A term used to describe the trade relations between two nations which exchange goods either free of duty or with equal rates of duty.

Referendum. The submission or *reference* of any proposed law to the people for acceptance or rejection.

Riding. A name sometimes used instead of constituency in speaking of an electoral district.

Secondary Schools. Schools such as High Schools and Collegiate Institutes in which pupils are prepared for entrance to the university and to the professional training schools for teachers, are known as Secondary Schools. The name *secondary* is appropriate because in these schools the pupil enters upon the *second* stage in his education.

Sheriff. An officer in each county who performs certain duties in connection with the administration of justice. He summons juries, carries out the judgments of the court, and has charge of gaols.

Statute. A law passed by a legislature is called a statute, that is, a state law, and collectively these laws are spoken of as statutes. In addition to the laws contained in the statute books there exists also a large body of rules, customs, and decisions of the court, by which a judge must be guided in cases to which the statute law does not apply. This body of rules, or "judge-made" laws is known as *common law*, as distinguished from *statute law*.

Subpœna. A written order commanding the attendance of a witness in court. The word *subpœna* literally means "under penalty," and the name was applied to the written order because the witness was subject to certain penalties if he failed to appear.

Subsidy. A sum of money granted as aid in some undertaking. From the Latin *subsidiium*, a support.

Suffrage. The right to vote. From the Latin *suffragium*, a vote.

Summons. An order to appear before the court at the time and place named in the summons.

Surrogate Court. The court in each county, in which are tried all cases relating to the wills or estates of deceased persons. The word *surrogate* literally means "a substitute" or "deputy," and these courts are called surrogate courts because in former times they were usually presided over by a "deputy," who represented the bishop or the chancellor.

Tariff. The rates of duties placed upon imported goods.

Ultra Vires. When a governing body exceeds its powers in passing any legislation, such legislation is said to be *ultra vires* (Latin, *ultra*, beyond, and *vires*, powers).

Union Jack. The British flag, which is formed from the union of the flags of England, Scotland, and Ireland is called the Union Jack. The flag is spoken of as a *jack* because it was originally flown from the jack-staff of a vessel.

Warrant. A written order of the court giving authority to an officer of the law to place the person named in the warrant under arrest or to seize upon his property.

Whip. A member of parliament one of whose duties it is to secure the attendance of as many members as possible when an important vote is to be taken in the House.

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