

PAGES

MISSING

Third Canadian and International
**Good Roads Congress
 and Exhibition**

**Sohmer Park, Montreal, Que.
 March 6, 7, 8, 9, 10 - - 1916**

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Concrete Roads in Michigan

Ninth Annual Report

OF THE
Board of County Road Commissioners
of Wayne County

TO
The Board of Supervisors
of Wayne County

THE Ninth Annual Report of the Board of County Road Commissioners of Wayne County, Michigan, should be in the hands of every Engineer, Contractor and Public Official interested in the building of streets and Roads.

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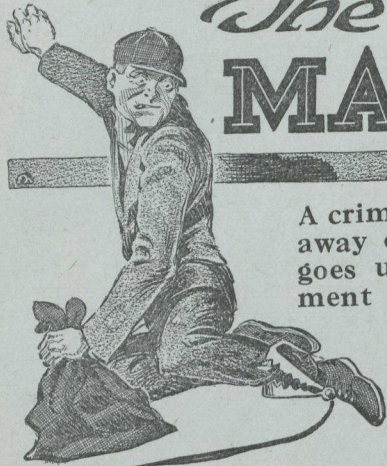
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for efficiency
Northern Electric
GAMEWELL
POLICE-SIGNAL
SYSTEM

July 1 1914

The Westmount News

POLICE SIGNAL SYSTEM PROVES SUCCESSFUL

and along at the station. They remain King, who proved recently in and a had momentary who was local guilty of The man matching, at 10:45 Mrs. R. A. in Canada, who was the victim of the Me- theft, phoned to the police office get- ing a description of the man who will had last taken her purse. Inside of a bro- three minutes this description had riding phone to every constable on where lost. At 11 o'clock the man had been captured and was locked in the station cell.

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He needs an hour for his get-away—this system gives him about three seconds. Because not only can the patrolmen call the Station but the station calls all the patrolmen. **Twice as efficient as the old systems.**

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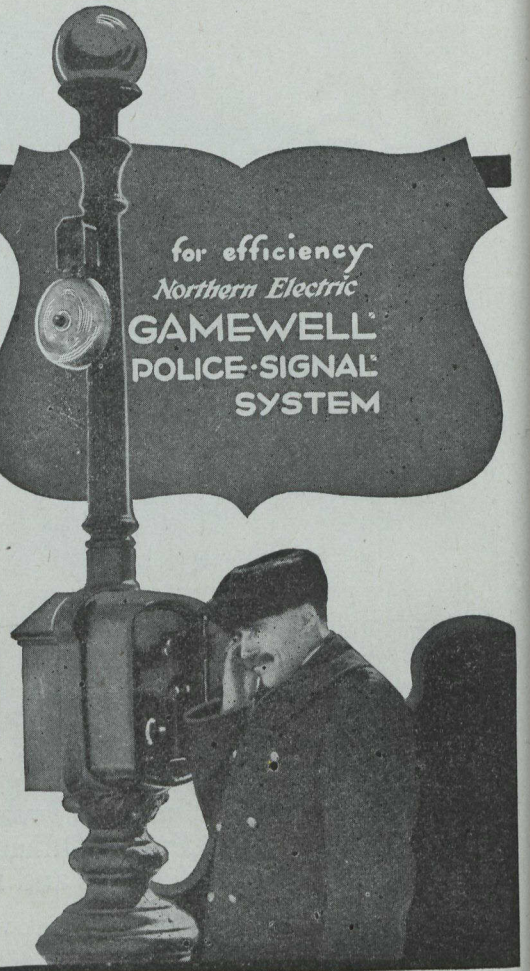
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Victoria.



A WINTER SCENE IN THE MODEL CITY OF WESTMOUNT, P.Q.



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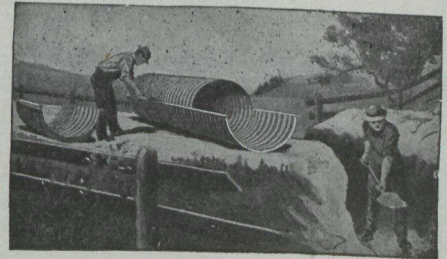
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Pedlar's Perfect Toncan Metal Culverts

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lengths up to 40 feet. Coupling Bands supplied Free for longer lengths. Before determining the nature of the culverts you will use and just how you will construct them ask us to send you the Culvert Reference Book No. 4. M.J. It's free to you. Shall we forward it today?



The Pedlar Exhibit will be one of the Big Things in the Good Roads Congress, Montreal, March 6-10. You'll be glad you saw it specially.

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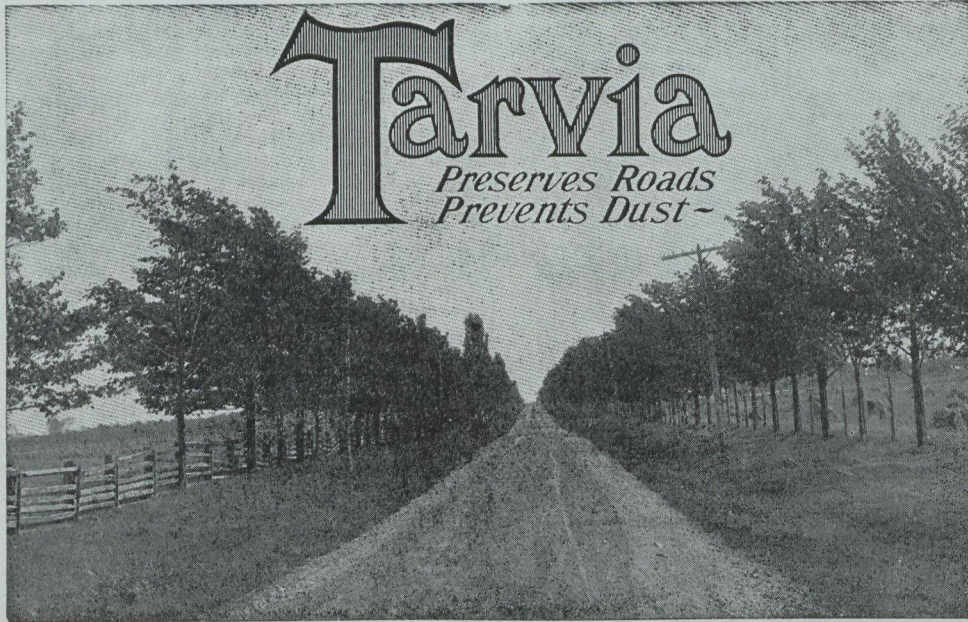
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MONTREAL, MARCH 6 - 10

SPECIAL LECTURES on the Building and Maintenance of Highways and Streets will be given by Experts.

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Cheaper than Plain Macadam—

*Kennedy Road, Scarboro Township,
York County, Ontario,
Tarvia filled macadam*

TARVIA is always cheaper in the long run to bond a macadam road with than water. Sometimes Tarvia as a binder does not add anything to the first cost.

The York County Highway Board, York County, Ontario, built about five miles of Tarvia macadam in 1915 and found it two cents a square yard cheaper than waterbound macadam cost them in 1914.

Such figures are not unfamiliar. The Tarvia displaces a certain amount of stone and reduces the amount of rolling required. The excessive use of water, often difficult to provide, is done away with. The Tarvia often makes possible the use of a cheaper stone which may not make a good road by itself but will give excellent results when there is a Tarvia matrix to prevent internal attrition.

Plain macadam is not fitted to stand the stresses of modern traffic but a tarviated road is automobile-proof. The swiftly

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There are three kinds of Tarvia. "Tarvia-X" is very heavy and dense, used as a binder in road building as in the above instance, and the most thorough and permanent of the Tarvia treatments. "Tarvia-A" is a lighter grade, used for hot surfacing applications. "Tarvia-B," which is fluid enough to be applied cold with modern spraying apparatus, is for dust prevention and road preservation.

In addition to the five miles of "Tarvia-X" macadam mentioned above, the York County Highway Board in 1915 coated six and one-half miles of the Kingston Road with "Tarvia-B". This is one of the best roads leading out of Toronto.

Booklets on request. Address our nearest office.

Special Service Department

This Company has a corps of trained engineers and chemists who have given years of study to modern road problems. The advice of these men may be had for the

asking by anyone interested.

If you will write to the nearest office regarding road problems and conditions in your vicinity the matter will have prompt attention.

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MONTREAL TORONTO WINNIPEG VANCOUVER
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ST. JOHN, N.B. HALIFAX, N.S. SYDNEY, N.S.

THE CANADIAN MUNICIPAL JOURNAL

A REVIEW OF CANADIAN CITIZENSHIP

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Official Organ of the Union of Canadian Municipalities

"Municipal from cover to cover"

Circulates in every city, town and village

Vol. XII

FEBRUARY, 1916

No 2

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Municipal Departments for the Provinces

One of the principal resolutions of the conference of the Civic Improvement League was that urging the creation of municipal departments in the different provinces. This together with the announcement of the Hon. Mr. Hanna that such a department would soon be a fact in Ontario would seem to indicate that municipal affairs are looming up in our national life. This official recognition of the necessity for municipal departments was not always so. We remember the time when the Union of Canadian Municipalities started its campaign for municipal departments in the different provinces. That was fifteen years ago and after long agitation, and many articles in this journal, the province of Saskatchewan made a start with a department which, even with its limited powers, has been of inestimable value and help to its municipalities. Then Alberta followed with like results, largely because, like Saskatchewan, the deputy minister knows his business and the ministers, though political, have usually had a large outlook. Had these two municipal departments been in operation before the town boom started in the West there would not have been the criticism aimed against the Prairie municipalities. The curb would have been put on. But better late than never, and with extended powers even better results will accrue. The necessity for provincial municipal departments has been recognized for years by students of civic economy, and the point we wish to emphasize is the constant and persistent agitation of the U. C. M. for their establishment. The Union welcomes this new demand from unofficial bodies for the same thing. It will put new life into the old agitation and surely working to-

gether — the Civic Improvement League and the Union of Canadian Municipalities — it cannot be very long before a municipal department, with wide powers, will soon be in operation in every province of the Dominion.

SIR JOHN KENNEDY.

Though Sir John Kennedy could not be termed a municipal engineer in the strictest sense of the term, having but served, when a young man, for four years as assistant engineer of Montreal, his great work on the harbour of Montreal and on the channel of the St. Lawrence by making it possible for ocean liners to penetrate one thousand miles inland (and turning an inland town into the second greatest port on this North American continent), is sufficiently local in character, though national in scope, for us to lay claim to him as one of Canada's big municipal men. And our excuse for thus claiming the new knight is to pay tribute to a man whose one ambition would seem to be of use to his fellows. Not even blindness has prevented him from giving public service. His work on the harbour was a work of love. The mighty St. Lawrence to him was a huge child to be coaxed. No one knew its vagaries so well, and certainly no one ever got so much out of our national waterway.

He gave of his best, and the conferring of knighthood on John Kennedy was as much an honour to those who were responsible as the recipient. Sir John's son-in-law, Sir Robert Ames, M.P., now doing such splendid work on the Patriotic Fund, may be said to have received his training for public life as an alderman of Montreal.

Value of People's Pageants

Throughout the United States the tercentenary of Shakespeare is to be celebrated during the week of June 4th in the production of masques, pageants, dramas, etc. Whatever form the celebration takes, the fact that the citizens of the great Republic are showing such an appreciation of the Bard is an indication that a love for the beautiful and best in our language, in spite of the growth of materialism on the one hand and spuriousness on the other, is ever uppermost in the minds of the common people. What is especially encouraging to those who love Shakespeare is the spontaneity of the masses who have come forward to help in securing the success of the great celebrations. Cities and communities will vie with each other in the richness and gorgeousness of the pageants and masques, and the elaborate productions of the plays.

As an example we have before us a programme of the St. Louis celebration, and the reading alone makes us wish we were fortunate enough to be present. The production, Shakespeare's beautiful "As You Like It," will take place in a natural amphitheatre in the centre of the city's Forest Park. Our Margaret Anglin is to take the part of Rosalind, and she will manage the production with

the aid of seventeen professional and two hundred local artists. What a treat is in store for the people of St. Louis. They will listen to Shakespeare, through the magnificent voice of Miss Anglin, speaking to them in praise of their own sylvan surroundings. They will see old English folk dances, and listen to beautiful choruses. Was anything more conducive to create a love of the beautiful and a pride in city achievement?

We often wish that some such production would be given in Canada; not necessarily Shakespearean, though even the great bard should not be impossible. Pageants, masques and dramas, depicting the history of Canada, the growth of the local community, are all possible in the open air of Canada, with its thousands of beauty spots, and the many dramatic societies scattered throughout the country. As well as taking the minds of the people from the cheap and trashy productions that are continually being given in badly ventilated places, miscalled theatres, the preparation and production of national or local pageants are invaluable as educational mediums. We throw out the suggestion that the newly formed Civic Improvement League, or some other national organization, should take up the matter.

The Civic Improvement League

The Civic Improvement League is now well launched on its voyage of civic activity. How the voyage will end depends not only on the steersmen, but equally so on every member of the league. The object has already been advocated in these columns—a higher standard of civic life, both official and unofficial—and there is no reason why the voyage should even be long. Public opinion, for the last fifteen years, has slowly but surely been trained to see in a clearer light the essentials of Canadian citizenship—its privileges and responsibility in the local area. But though better taught in civic knowledge, we citizens of Canada have acted very badly, in fact not acted at all, with the only possible result, that the control of the community has necessarily been left in the hands of the few men and women who are sufficiently public-spirited to take up the burden.

Now we take it that one of the objects of the League is to fire public opinion to a sense of individual responsibility. That surely will be good for the community. There is no doubt but that there is a growing interest in the municipal affairs of the country, brought about largely by the many voluntary societies scattered throughout Canada, but up to now there has been no cohesion. This will now have been remedied by the Commission of Conservation taking upon itself the formation of this league, and the conservation of human life should be a most important part of the Commission's work. To our mind the strength of the recent meeting lay in the realization by all present, who were representative of every kind of civic activity,

that the future of Canada rests on the conditions and environments of the people, and which can be bettered only through local effort and municipal administration. In other words, that the basic welfare (hygiene and pleasant surroundings) of the people is essentially local. This truth has been preached so often and so long as to be almost commonplace, but the preachers have had little encouragement in the past, but now that the Commission has moved in the matter, in gathering together all the phases of civic life and nationalizing them into one great movement there is every reason to hope that in the near future Canada will see a vast improvement in her cities and towns and villages; in fact, anywhere where two or three people are gathered together.

The central plank in the League's programme is City Planning. The title is a misnomer, for it conveys the idea that it means the laying down of streets only. It means that, but it means much more than survey work. As Thomas Adams lays it down, City Planning means everything appertaining to the urban life of the community. It means common sense municipal engineering, plus the taking advantage of nature where she has been bountiful with her trees; and where she has been a little weak in that respect, to aid her by the planting of trees and flowers. It means the improvement of public health by the stamping out of everything that will impair it. It means an intelligent conception of municipal finance. And it means many more things which could be well illustrated by fifty people, each with a separate solution of the evils of the civic politic.

ALDERMAN TO VICEROY.

Lord Chelmsford whose name is gazetted in connection with the Viceroyalty of India is a member of the London County Council attaining to the dignity of alderman until 1919.

The London County Council, which was constituted in 1888, is one of the most remarkable administrative bodies in the British Empire, having control of 117 square miles of the most thickly populated part of the globe though subject, as all the Councils in England are, to the Local Government Board. This Council comprises a chairman (Viscount Peel, late Speaker of the House of Commons) nineteen aldermen and 118 councillors. It has been wonderfully successful in its working, attracting to its ranks the best men from all classes. The first Chairman was Lord Rosebery. Among the members are 9 Peers, 3 Knights, 1 General, 5 Soldiers, 1 Sailor, 2 Parsons, and 2 ladies (one representing labour and one a Peeress). The annual budget is around \$60,000,000.

THE DETERIORATION OF OUR YOUTH.

The fact that about 25 per cent of the Canadian recruits have been rejected because of some defectiveness—flat feet, varicose veins, and these in men who at least thought themselves physically sound—should give food for thought to those who have control of our public health, particularly in the schools. It would seem that if a better system of physical training and more frequent medical examinations had been in vogue in our public schools a higher percentage of recruits would have passed the medical examination.

The pity of it—young fellows anxious to do their bit turned down through a defect which might have been prevented, or eliminated if detected when young.

We know of schools with good gymnasiums in which the scholars are allowed but once a week, and we also know of schools where there is neither a gymnasium nor physical exercise of any kind. The reason given in most cases being that the syllabus did not allow the time for physical drill. The state can hardly expect much return from a training in such as this.

ENSURING GOOD GOVERNMENT

The history of civic affairs on this continent proves that there must be unwearying effort on the part of taxpayers if anything like satisfactory civic government is to be secured and maintained. Even in cities where the government is deemed the most modern there must be persistent watchfulness to prevent evils from creeping in. The fact must be very clearly understood and accepted that zeal for good government is an absolute necessity if clique and graft rule is to be prevented.

It is only too lamentably apparent that the forces of evil scarcely ever sleep. Up to a very few years ago there was most dense ignorance on the part of taxpayers nearly everywhere as to the system under which they were governed. The civic machine was to them a most mystifying and complicated affair, and because of this professional aldermen had an easy task in hoodwinking the public. While very much has yet to be learned by the electorate in regard to precept and rule in government, they have a vastly more intelligent idea of how their money is being expended.—Montreal Star.

MUNICIPAL MEN ON HONORS LIST.

That municipal service is recognized in the Old Country is illustrated in the New Year's honor list which include the following:

Privy Councillor.

William Crooks, M.P. for Woolwich. Mayor of Popular, 1902-3.

Baronets.

Hon. Charles Russell, former member of the London County Council.

Sir Charles Johnston, ex-Lord Mayor of London.

Order of the Bath.

K.C.B.

Noel T. Kershaw, Assistant Secretary, Local Government Board.

C.B.

Arthur William James MacFadden, M.B., chief inspector of foods, Local Government Board.

Knights.

Arthur William Black, M.P., former Mayor of Nottingham.

William Henry Bowater, ex-Lord Mayor of Birmingham.

James Burton, Mayor of Bath.

Harcourt Everard Clare, Clerk of the Peace and of the County Council of Lancashire.

George Franklin, former Lord Mayor of Sheffield.

Robert Keith Inches, Lord Provost of Edinburgh.

Daniel McCabe, Lord Mayor of Manchester.

William Middlebrook, M.P., former Lord Mayor of Leeds.

Henry O'Shea, Lord Mayor of Cork.

Richard Atkinson Robinson, a former chairman of the London County Council.

India Office List.

C.I.E.

John Andrew Turner, M.D., Executive Health Officer, Bombay Municipality.

Knighthood.

Dr. Kailash Chandra Bose Rai Bahadur, C.I.E., a member of the Municipal Corporation of Calcutta.

Kaisari-Hind Gold Medal.

Henry James Heamey Glenn, executive engineer, Province of Delhi.

HOW GERMANS TREAT THE MAYOR OF BRUSSELS.

In defiance of laws and conventions, the Germans, in October, 1914, arrested the burgomaster of Brussels for the crime of defending the rights of his people. Since then M. Max has been imprisoned in the fortress of Glatz, and for the last six months he has been in solitary confinement.

"The regime of his isolation is complete. All that time he has not heard the sound of a human voice. He tells the story himself in a letter which he has written to a friend of his.

"Six months ago," writes M. Max, "there arrived here a number of officers highly sympathetic. They may speak freely with each other, but for reasons which are unknown to me I have been strictly forbidden to have the slightest intercourse with them. You speak to me of presiding over some fetes of a future day. I am greatly afraid that here I shall lose the faculty of speech."

Such is the treatment meted out to a man against whom the Germans had no complaint that would stand the test of judicial examination.

BAD HOUSING RESPONSIBLE FOR MANY ILLS

In his presidential address at the annual congress of the Incorporated Sanitary Association of Scotland, Mr. Robert Lambie, convener of the Public Health Committee of Lanarkshire County Council, said that bad housing was responsible for many of the ills they were called upon to deal with. It had been estimated that in Scotland alone it would mean an expenditure of something like ten millions sterling to cure appreciably the housing evil. The problem was a difficult one, but, he thought, unquestionably capable of solution. When they knew that some 400,000 people were living in single-apartment houses, and that there were thousands of insanitary and uninhabitable dwellings in which fellow-beings were spending the greater part of their lives; when they knew that there were 60,000 deaths annually from tuberculosis; when they knew that 13,000 children in Scotland died within the first year of life, it was evident that much would fail to be done by the local authorities of the future.

CONTINUITY OF MUNICIPAL EMPLOYEES.

It is quite as impossible to develop a corps of experts by resorting to wholesale dismissals every few years as it is to grow a forest of oaks by hewing down the saplings every other spring.

In one of the offices of a city department there is an old employe. He has been in the service for upwards of twenty years. Somehow the periodic upheavals which mark changes in administration have left him undisturbed.

Like the great bulk of the city's work, the duties of this particular veteran do not call for certain views on political questions, nor are they affected by party affiliations. He is required to maintain accurately a system of non-partizan records, and the method of doing this is not defined in the platform of any political party.

During the long period of continuous service he has become an expert in his line. He knows the geography of the city from A to Z. When it is necessary to ascertain in what ward a certain street number is located he does not have to refer to an index or a map, but can answer the question immediately. He knows that No. 713 is in ward X, while No. 715 of the same street is in ward Y. He can tell you off-hand a thousand details that less experienced persons would spend hours in finding out.

Not long ago a spell of sickness forced this veteran to be absent from duty for several weeks. His work had to be done by clerks who were comparatively new in the office. They were intelligent, able, and rapid, but did not possess that expertness, that store of ready information and that familiarity with the minutiae of the absent employe's routine which years of experience alone can give. The result was that three clerks had to give their entire time in order to keep up the current work which the regular man had been doing all alone.

The moral of this little tale is obvious. If we want a city service of experts we must begin by assuring continuous employment. If we want to take care of the increasing amount of business without making greater outlays, we must retain our experts and develop others into experts.

To secure permanency of tenure during efficient service in all non-policy determining offices is one of the cardinal purposes of the civil service law. It follows, therefore, that a strict observance of the spirit as well as of the letter of this law will do much to promote efficiency and economy in our city government. — Bureau of Municipal Research, Philadelphia.

WHAT EASTERN CANADA HAS DONE FOR PATRIOTIC FUND. . .

The Canadian Patriotic Fund has issued a statement showing the measure of support accorded to the fund by different places in eastern Canada. The contributions up to December 31st, 1915, on a per capita basis were as follows:

Place	Amount.	Popu.	Per Cap.
St. Catharines	\$ 96,583.32	17,500	5.51
Galt	44,311.00	12,000	3.70
Ottawa, excluding Hull (xx)	352,288.97	105,000	3.35
Berlin, Ont.	60,000.00	19,500	3.00
Peterborough	46,372.00	21,000	2.20
Belleville	27,000.00	12,600	2.15
Montreal Island (0)	1,484,341.69	700,000	2.12
Hamilton	220,424.67	105,000	2.10
Quebec (city and country)	182,052.76	90,000	2.00
Kingston	42,058.32	21,000	2.00
Halifax (city and county)	155,759.29	82,000	1.90
Toronto	830,463.54	500,000	1.65
Brantford	39,864.26	25,000	1.60
Guelph	25,181.91	16,800	1.50
St. John, N.B., and adjoining counties	149,356.27	100,000	1.49
Fredericton	21,769.35	15,000	1.45
Chatham, N.B.	15,381.95	12,700	1.20
S. S. Marie and Steelton	20,059.28	18,000	1.10
Sherbrooke	27,758.18	27,000	1.00
Three Rivers	10,853.15	14,000	.77
Port Arthur	9,569.44	14,500	.54
(xx) including \$10,000 from the city of Hull, P.Q.			
(0) including \$100,000 from the Can. Pac. Ry. and \$10,000 from the Dominion Sugar Co.			

A MUNICIPAL STREET RAILWAY.

The sum of \$3,452.50 was earned by the Municipal Street Railway (Phoenix, Sask.), during the week ending December 4, as against \$2,704 for the corresponding week last year and \$2,879.60 for the first week in November, the increase over the corresponding week last year being over 28 per cent. Should the same condition continue during 1916 it is anticipated that the railway will show a surplus.



A Residential Street of Georgetown, British Guiana.

Next Month's Issue will be a **SPECIAL GOOD ROADS NUMBER**

Special Articles by the best Authorities

Vital Statistics

By DR. E. B. OLIVER.

Vital statistics are the statistics of life.

Vital statistics may be defined as statistics relating to the life histories of communities or nations. They pertain to those events which have to do with the origin, continuation and termination of the lives of the inhabitants. They commonly include statistics of births, marriages and deaths and the conditions attending these events. With these are usually also classed statistics of the occurrence of disease—morbidity statistics. Morbidity statistics, however, differ markedly from the others in their manner of collection and uses, so that to a greater degree than any of the others they constitute a class by themselves.

Vital statistics are not a thing of recent origin. Their development to their present form, however, is comparatively modern. The Egyptians, Greeks and Romans, made census enumerations. Some of the Ancients, notably the Romans, required also the registration of births and deaths. The statistical treatment of the records was, however, comparatively limited. During the last century and a half, and more particularly the last fifty years, the treatment of vital statistics has been undergoing a rapid evolution. In their present developed form they give a fund of useful information otherwise unobtainable. They have become an essential to every well-organized community and nation. They give a composite picture of the life history of a people which can be secured in no other way. They furnish a means of comparing the life history of one community or people with that of others and of the present with the past.

All vital statistics are based upon the population. The frequency of births, marriages, sickness and deaths is expressed in terms of the population usually as rates giving the number for each 1,000 inhabitants or class of inhabitants. In comparing different communities or different periods, births, marriages, deaths and the incidence of disease must be based upon a common unit of population. The first requisite to useful vital statistics is statistics of population showing the number of inhabitants, classified according to age, nativity, sex, race and occupation. It would be desirable, if possible, to have also a classification according to economic status, as birth, sickness, marriage and mortality rates frequently vary with the income of individuals or households. An understanding of population statistics is therefore the primary essential to the comprehension or use of vital statistics, and statistics of population will be first considered.

Population Statistics.

The principal source of information regarding population under existing conditions is a census enumeration. For Canada these enumerations are made every ten years.

As the only source of definite information as to population is the census enumeration, and as the population is continually changing, in most cases increasing, it is necessary to make estimates of the population for the periods between the census and especially for the accurate computation and expression of marriage, birth, death and sickness rates.

Estimates of Population.

The frequency of births, marriages or deaths is usually expressed as the number occurring during the calendar year per 1,000 population. The figures thus given are known as the birth, death or marriage rates and are computed on the mean population, that is, the number of inhabitants estimated to have existed at the middle of the year, July 1st. These estimates are necessary for all dates except those on which the census enumerations are made.

Marriage Statistics.

Marriage statistics are of interest because of the information they give regarding the social life of the people and the establishment of families and households, and because of the relation of marriage to population growth through their influence on the birth rate. Their consideration naturally precedes that of birth statistics.

Marriage rates may be expressed as the number of marriages for each 1,000 of population.

Marriage rates are usually influenced by economic conditions, national prosperity increases the rate, economic depression reduces it. For the same reason it is influenced by the demand for labor and the rate of wages. The relation of the standard of living to the average wage has a similar effect. In the absence of other factors, the marriage rate is usually a fair index of the relation of average income to standard living.

Birth Statistics.

Statistics of births are of interest mainly because of their relation to population growth, the excess of births over deaths being known as the "Natural increase." Growth of population has been the object of concern to nations largely because of its effect in determining the future military strength and the number of men available for purposes of offence and defence.

To the health officer and sanitarian birth statistics have only casual interest. Birth registrations, however, which furnishes the data from which the statistics are made, is important not only in public health work, but in other ways as well.

While the data from which population statistics are derived are obtained by direct enumeration, the data from which birth statistics are compiled are gotten by registration. The usual requirement is that whenever a child is born either the attending physician or midwife, or in their absence, the parents or the head of the household in which the birth occurs, shall register with an official designated for the purpose, certain information regarding the child and its parents.

There are several ways of expressing the birth rate. Each method of statement gives information not given by the others.

The birth rate may be expressed by the number of births occurring during the year per 1,000 women of child bearing is known as the crude birth rate.

Birth rates may be expressed as the number of births occurring during the year per 1,000 women of child bearing age. For this purpose the female population between the ages of 15 and 45 years as determined by census enumeration, or by estimation for intercensal and post censal years, is taken.

The principal sources of error in birth statistics are to be found in defective registration. There is no reliable check by which the failure to register births can in all cases be detected. In many foreign countries the people have become accustomed to register births and apparently their returns are quite complete. The registration of illegitimate births, however, is always less complete than that of the legitimate.

Birth statistics are of use in ascertaining the natural increase of the population (excess of births over deaths). They also give valuable information regarding the effective fertility or fecundity of the race and of the frequency of illegitimacy. These matters are of interest to the economist and the statesman. The possession of birth statistics also furnished the basis for the present accepted means of stating the infant mortality rate. The data from which the statistics are made, the registered births, are on the other hand of value to the community in many ways, and to the health officer among others may be specially useful. Some of the uses will be enumerated.

The registration of a child's birth forms a legal record that is frequently useful and may be of the greatest importance.

Registration of births shows where the babes are, and makes possible such observation and protection for health authorities to see that the babes are vaccinated against smallpox. This is one of the uses made of registration in England. It would also be possible to see that the babes of poor families have proper food and adequate attention. The observation of infants under two weeks of age would bring to light some cases of ophthalmia which otherwise might cause serious injury to vision and at times total blindness.

MUNICIPAL FISH MARKET.

That the people of Sydney, Australia, may derive full benefit from fish caught by the recently purchased Government trawlers, the municipality of Sydney has opened a fish market where the catch is disposed of at moderate prices to the public. The windows at the market are specially constructed, being air-tight and fitted with panes of glass in front, so that the space in which the fish are kept is insulated. From a refrigerator beneath, a blast of cold air is constantly passing over the fish, which, it is stated, will keep fresh for several weeks.

"WATCH YOUR SNEEZE," OR SPREAD DISASTER.

"Katchoo!"

"A sneeze," said the Bureau of Public Health and Hygiene to the public school children of New York city recently, "is a sudden, violent, spasmodic expiration through the nose and mouth."

The bureau is a department of the Association for Improving the Condition of the Poor and it was inviting all children in the elementary grades to make posters urging the use of handkerchiefs to cover sneezes. "The person who is sneezing to-day," said the bureau, "may be catching — and spreading to others by sneezing — 'colds,' grippé, pneumonia, measles, diphtheria, influenza or tuberculosis."

All over the city children got busy making posters about the relation between a sneeze and a handkerchief. Nearly 500 sent their work in to the bureau. Their families knew what they were doing, of course, and other children knew of the contest, so that thousands of people were made to think about covering their sneezes.

A jury picked out the best posters and the bureau gave prizes of from \$1 to \$10 to the twenty-four children at the head of the list.

This contest is but part of a campaign against respiratory diseases planned by the Bureau of Public Health and Hygiene and the city Department of Health. The larger campaign began in earnest January 1 and was directed at spitting as well as uncovered sneezing. Among other methods of publicity the Department of Health will placard the city with warnings to sleep with windows open and to let crowds and whiskey alone.

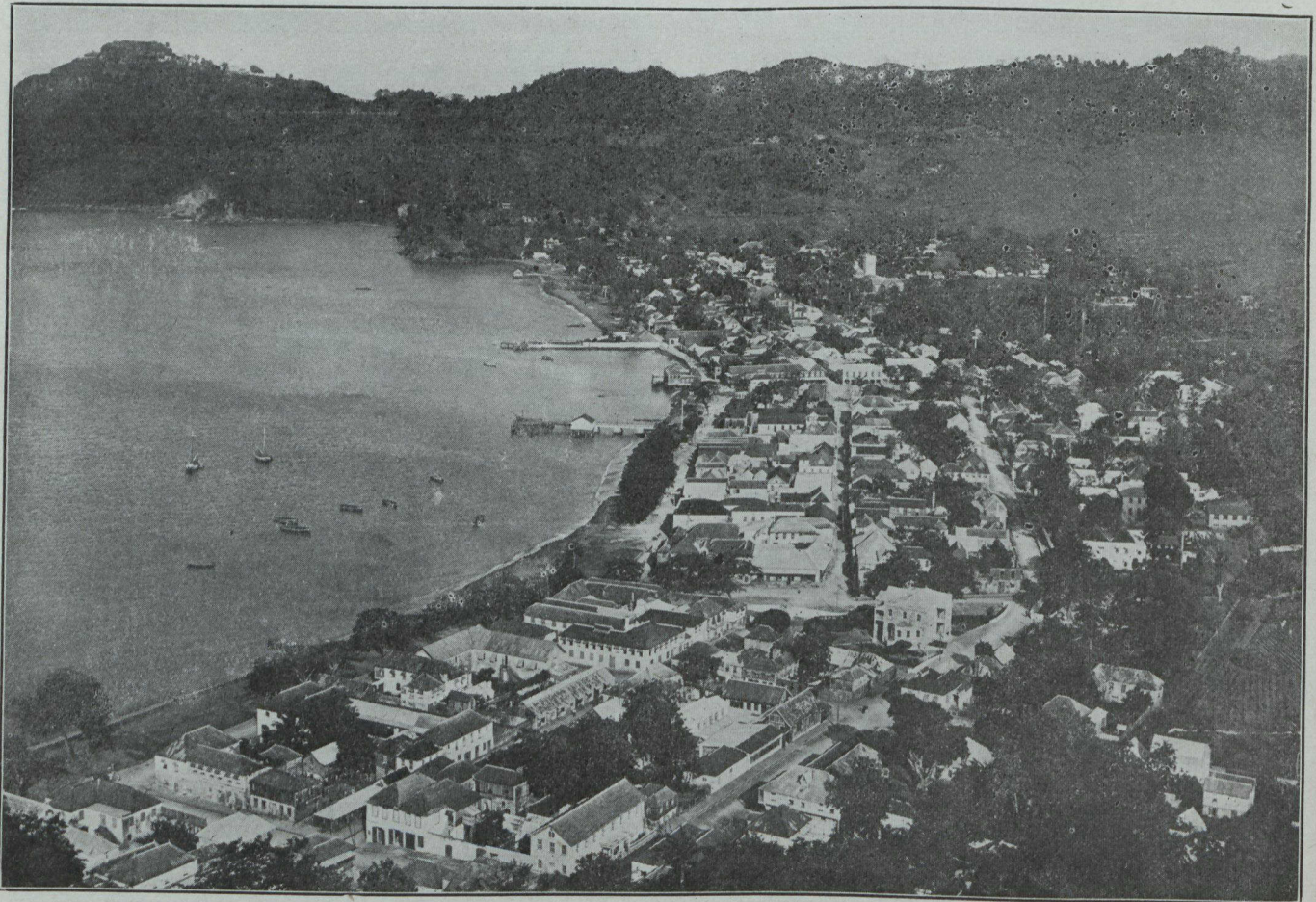
VALUE OF GOOD ROADS.

Logan Waller Page, director of the United States Office of Public Roads, estimates that \$290,000,000 a year could be saved to the people by wise and equitable road laws and good business management. It now costs some \$500,000,000 to haul about 200,000,000 tons of freight to the railroad stations over country roads.

If roads were built and maintained through the districts now too remote from the railroad to make hauling profitable, immense areas would be brought into cultivation. The result would be stimulating to the rural population, beneficial to farmer and railroad alike, and would tend to reduce the high cost of living. The magnitude of the problem will be seen when it is shown that there are over 400,000,000 acres of uncultivated land in the United States awaiting such development.

There is only one weakness in the argument. It does not take into account the landlord's power, under U. S. A. unjust tax laws, to absorb values created by the public. Thus good roads mean an increase in population, a greater demand for land and an increase in rent. It has been demonstrated that good roads send up the value of adjacent land from \$2 to \$9 an acre.

A government which drew its revenues from land values would be automatically reimbursed for its expenditures on good roads, as well as for every other public improvement, and would be able to stimulate production by removing the present burdensome taxes on industry.—F. W. Garrison.



KINGSTON, ISLAND OF ST. VINCENT, B.W.I.

(Taken from Watson Griffins' report on British West Indies.)

How to Make True Canadians

(By J. S. WOODSWORTH.)

SECOND INSTALMENT.

What can we do to make our foreign immigration into good Canadian citizens?

Each neighborhood has its own peculiar problems, but the following lines of work could be advantageously followed in most communities:

1.—The more adequate protection of the Immigrant from exploitation at the hands of his fellow, countrymen or of Canadians. This involves personal interest, a stiffening of administrative officials and often more adequate legislation.

2.—The promotion of the welfare of the Immigrant:

(a) By the bringing into operation of existing government machinery, e.g., sanitary regulations, the securing of roads and drainage, or the organization of school districts.

(b) By making special public provision for the peculiar needs of the immigrant, e.g., night schools for the teaching of English and Civics to adults.

(c) By organizing, when necessary, private agencies, or establishing private institutions to provide for pressing needs, until such times as the community makes suitable provision, e.g., settlement activities such as classes, clubs, playgrounds, etc., or in rural district boarding schools for children from outlying districts or hospital accommodation in remote settlements.

3.—The interpreting the viewpoint and the ideals of the immigrant to Canadians, and the interpreting of the new Canadian life to the immigrant. A sympathetic understanding is necessary in order that the immigrants may be able to appreciate the best in our civilization, and that we may conserve the contributions which they bring.

The carrying out of such a programme means personal intercourse, community co-operation, systematic promotion and social legislation.

Nothing can take the place of personal friendship. Why not make the effort to meet and become acquainted with some of our newer Canadians. One literary lady of my acquaintance discovered an unworked gold mine in the nursery rhymes of her Ruthenian maid. Language and social customs, of course, are formidable barriers, but even these can be overcome, and indeed in spite of these a medium may be discovered by which soul may touch soul. A most successful worker among our non-English immigrants knew no language but English (and that had a strong Irish accent), but her very presence seemed to inspire confidence and almost intuitively she seemed to know the needs of her foreign friends?

What are the social conditions in the ordinary little prairie "town"? All are strangers from every part of Eastern Canada and the United States, and from every county in England, and often from half the countries of Europe. Each brings his own peculiar ideas and customs, which are often quite foreign to those of all the others. Established social institutions there are none. Opportunities for social intercourse are very infrequent. If it were not for the post office and the general store and the hotel, the men would rarely get together. And as for the women—an occasional funeral is their one "day out." There for once the community is united.

Instead of the parish church there are half a dozen denominational institutions. Sometimes there are three or four church buildings within a block. Each denomination is struggling for an existence. The field is so limited that growth is possible only at the expense of some other denomination. Each pastor jealously watches every aggressive move on the part of the other pastors lest some superior attraction should induce some member of his particular flock to stray into another fold. Religion, instead of being a unifying force, is the most divisive force in the little community.

The business organizations are gradually learning to co-operate and we have local boards of trade on the one hand and farmers' organizations on the other. But these two groups remain "on the one hand" and "on the other," and frequently regard each other with distrust, even though their interests are fundamentally identical. The biggest business of all—that of home-making—is hardly recognized as such.

In matters of public policy the community is almost hopelessly divided along party lines. There are good men and bad men in each party. If the good men—the decent,

thoughtful citizens—in both parties could only get together, they could dominate the situation. But we are rounded up into two opposite camps pledged to party loyalty and bidden to fight over trumped up "issues." The real welfare of the community is sacrificed and the sole beneficiaries are the camp followers. Why not hold frequent public meetings between elections?

The school is perhaps the most distinctively "community" institution we have developed. The children from every home meet on common ground at the school and through the taxes all help to support the school. The pity is that the activities carried on ordinarily are so limited in scope.

Perhaps more than anything else we need in each western town is a community centre — some place where all can get together on common ground. But how is this work to be started and fostered. Conditions have changed rapidly; local initiative is often lacking; established institutions adapt themselves with tantalizing slowness, frequently community apathy and petty jealousies have not yet given way to public spirit and co-operation. Under these circumstances it would seem that there is need of some disinterested agency that can organize, direct and stimulate the resident forces, that lacking such assistance, often remain dormant or ineffective. (Such is one of the objects for which the Canadian Welfare League was formed and which through this organization or some other, must be attained.)

The functions of the State must be extended. If the protection of property justifies "state interference" much more the safeguarding of the welfare of men and women and little children. Our Governments have bonused industry, subsidized steamship lines, and railway companies, and encouraged immigration. Is it too much to ask that the Government care for the worker and the immigrant? Labor Bureaus, Vocational Training, Unemployment Insurance, Regulation of Women's Work, Factory Inspection, Workmen's Compensation, Prohibition of Child Labor, Minimum Wage Legislation. Such measures are in the line of progress.

The problem of the immigrant is inextricably bound up with, and complicates all our social problems. Our industrial development would have involved serious difficulties if our own people alone had been concerned. Add the introduction of armies of European peasants, and the situation becomes acute. The congestion of population in our cities would be bad enough without the cumulative effect of interpenetrating Ghettos, Little Polands, Little Italys and China Towns. Our civic administration and political machinery required modernizing even before the advent of the Ward Boss and political heeler; now reform is absolutely imperative. Our educational ideas and methods, which long ago sorely needed revision, become absolutely grotesque and impracticable and the whole system breaks down under the task of training a heterogeneous population for efficient citizenship.

In Canada we have a Commission of Conservation whose work is to foster the care of our material resources. This is neither a political nor administrative body, yet its influence has already been of great and far-reaching importance—why not extend the work of this commission to include our human resources as well as the resources of our forests and mines and fisheries.

Or a special commission could be appointed charged expressly with the promotion of the welfare of the immigrant. The work of such a commission would be analogous to the work of the Children's Bureau in the United States. It would not decide upon politics nor interfere with the work of the departments, nor trespass upon provincial rights. Its duty would be merely to investigate and report, but the educational value of the facts, effectively presented, can hardly be over-estimated. Some such action as this appears to be a necessary preliminary step in the working out of a rational and wise immigration policy.

The care of our immigrants is at once good business, true patriotism and applied religion.

(Next month will be published another article by Mr. Woodsworth on "The Immigrant Invasion after the War. Are we ready for it?")

First Conference of Civic Improvement League of Canada

On January 20 the first Conference of the Civic Improvement League of Canada was held under most auspicious circumstances, when about 180 delegates met in the large Railway Committee Room of the House of Commons. His Royal Highness the Duke of Connaught displayed his deep interest in the promotion of better civic conditions in Canada by being present to open the conference.

Sir John Willison Was in the Chair.

Mayor Porter, of Ottawa, in welcoming the members said that no man could be as good a citizen if he neglected the affairs of his city. He believed the time had come when the form of municipal government should undergo a change. The present system was unwieldy. The business of the city, he thought, could be more efficiently and more economically governed by a commission. At the same time much could be done to improve the present system. Wise and efficient administration was needed, especially at the present time. Commission government, however, would ensure continuity of policy. They were building for the future and he would be glad to do anything to further the interests of the league.

Dominion Council.

The following resolution was then put to the meeting: "That the names of 66 members of the provisional committee be elected as the first members of the Dominion Council (pro tem.), but that they be requested to take early steps to constitute themselves on a more representative basis."

The representatives by provinces are: Ontario, Sir John Willison, G. Frank Beer, Dr. H. L. Brittain, N. Cauchon, E. P. Coleman, John Firstbrook, J. L. Garland, J. P. Hynes, Dr. Helen McMurchy, W. A. McLean, Geo. Phelps, W. J. A. Donald, Dr. Adam Shortt, Mayor Walters, R. B. Whyte, R. O. Wynne Roberts, Dr. A. S. Rudell, Dr. F. Johnson, Jr., J. J. MacKay.

Quebec: Frank Pauze, Dr. W. H. Atherton, G. F. Benson, H. Bragg, W. H. Dandurand, Dr. E. M. Desaulniers, J. W. Emard, J. J. Fitzgerald, C. H. Gould, J. J. Guerin, Hon. Sydney Fisher, Dr. Frank Adams, S. Warwick, Fred-Alberta: Commissioner Garden, of Calgary.

Manitoba: W. Sanford Evans.

Saskatchewan: Prof. River.

Alberta: Commissioner Gardner.

National: Mr. James White, Dr. J. W. Robertson, Sir Clifford Sifton (Conservation Commission), Dr. P. H. Bryce, Frank Darling, Dr. Deville, C. A. Magrath, Mrs. A. Shortt, Mrs. Smillie, Bryce M. Stewart, J. S. Woodsworth, J. C. Watters, Mrs. Torrington, Prof. Macoun, Douglas Nelles, Thomas Adams.

Sir Jno. Willison, Chairman.

Dr. P. H. Bryce, Ottawa, introduced a resolution, which was passed unanimously, that Sir John Willison be first chairman of the Dominion council of the league.

A vote of condolence to the relatives of the late Dr. Morley Wickett, Toronto, was also passed.

Objects of the League.

Mr. Thomas Adams, Conservation Commission town planning adviser, was called upon to outline the scope of the League. He said that as an organization the Civic Improvement League would have to justify its existence, not by the excellence of its aims but by its success in securing their attainment. He reminded them that in four of the provinces represented an average of over one hundred entirely new towns were created between 1901 and 1911, showing how great the opportunities were in starting the league, while yet there is time to assist in laying the foundation for healthy civic structure throughout Canada.

Department of Municipal Affairs.

Regarding municipal government and finance and unemployment, Mr. Adams said that the greatest need with these matters is that a department of municipal affairs or a local government board should be created in each province.

"The need arises from the fact that we require more uniformity in regard to measures which are necessary to secure, (1) real and effective economies in the conduct of municipal business, (2) lower rates of interest on municipal borrowing, (3) greater efficiency in carrying out public undertakings, (4) proper auditing of municipal accounts, (5) prevention of fire and a consequent reduction in the cost of fire insurance, (6) proper control of labor difficulties during periods of slackness in employ-

ment, with the least harmful results to the citizens affected during such periods, (7) enforcement of sanitary provisions, (8) avoidance of recurring mistakes in administration due to isolated local action, (9) reduction in cost of local improvement without lowering of standards of construction, (10) unifying the methods of valuing land for assessment, and other matters."

Mr. Adams urged the importance of the question of fixing the values of land for purposes of assessment. They should also ask for a census department of the government to obtain municipal statistics.

(A full report of Mr. Adam's Address will appear in March issue.)

The Duke of Connaught.

H. R. H. the Governor-General arrived at 11 o'clock to formally open the convention.

The Chairman in introducing the Royal visitor said that H. R. H. had always been identified with municipal affairs. It was fortunate, that through these critical times they should have the advantage of the presence and counsel of one so closely related to the throne and to the Empire.

His Royal Highness, in replying, said in part, "That in these stirring times, when probably the only occasions on which he spoke were to promote the warlike energies of the Canadian race or to encourage the patriotism and generosity of the men and women of Canada, it was a pleasure to attend the conference of the Civic Improvement League to deal with questions free from the anxiety of war, but deeply connected with the social life and improvement of the vast Dominion. It had struck him that those in Canada were not sufficiently energetic or sufficiently interested in that very important question called town planning. Town planning was a very general term, but to his mind it meant everything connected with our cities, towns and country. It is connected with health, convenience and sanitation, and also with beauty.

It was of great importance for the future advantage of cities of Canada to recognize that whatever they did in the future should be done with an object in view and on fixed principles. There was, he believed, a rising feeling among the present generation to make good this weak point in Canadian administration. He spoke of the health, comfort and convenience, combined with common sense, which existed in the garden cities of England, and urged Canadians to visit them when over there.

Dr. Jas. W. Robertson, referred to the work of the Conservation Commission. In speaking of its aims he said that above all things it was out to abolish poverty. In speaking of the need of educating the public, Dr. Robertson said that it was only possible by experience and not by merely furnishing information.

Sir John Willison, as the Chairman, emphasized the importance of happy surroundings for people to live in. Environment had a lot to do with the character of the people. The league, he hoped, would stimulate public opinion in civic problems. The heart and soul of the meeting was Mr. Adams.

Municipal Finance.

Mayor Walters of Hamilton gave an address on Municipal Finance. He thought that one of the things most needed was a better system of accounting. The problem of purchasing supplies would be improved by a change of ideas and some way of co-operation and exchange of information. Recently they found that Hamilton was buying civic supplies at a lower price and in smaller quantities than Toronto. Regarding the disposal of city debentures, he believed there should be a more uniform method of marketing debentures.

Many Examples Here.

Mrs. Adam Shortt, National Council of Women, said that domestic housekeeping could not be divorced from civic housekeeping. She advocated a number of reforms of which she offered concrete examples from Ottawa. The difference between men in civic life was the difference between the man who said, "What can I do for the city?" and the man who said, "What can the city do for me?" The need of factory inspectors in Ottawa was urged. The question had been hung up between Ottawa and Toronto. The garbage system of Ottawa was next dealt with. The contract was beautiful, she said, but the contract was never fulfilled. The health authorities permitted a most objectionable dump in an undesirable part of the city.

CIVIC IMPROVEMENT LEAGUE—Continued

Milk supply and food reform by-laws were needed, but they could not be secured, and a by-law for a municipal abattoir had been passed, but the abattoir was not built yet. Apartment houses without fire escapes owned by wealthy men were pointed to and the smoke by-law was characterized as a dead letter.

"Two giants bar the way," said Mrs. Shortt in conclusion, "and they are vested interests and politics." An expert legal adviser in each city was needed by the people.

Electors to Blame.

Mayor Waugh, of Winnipeg, in his address on Municipal Government said that the solution of the municipal problem would mean the solving of all or nearly all urban and social problems of the community. He believed the present system of representative civic government was not altogether to blame. More to blame were the electors for their indifference and lack of co-operation. He was not a convert to a change in the present system, and believed that a great deal towards a solution would come with the elimination of selfishness, self-seeking, and wire-pulling. Clear these away and they would largely clear away their difficulties. He looked to the future of Canada with optimism.

Dr. H. L. Brittain (Toronto), said that of prime importance was the establishment of a committee to deal with municipal statistics. Fire and police departments were negative departments, health and schools were educational. Save the waste on the former and put it in the latter was his urgent advice. He asked that a committee be appointed and that it secure federal co-operation.

Mr. Franklin H. Wentworth, of Boston, said fire protection must not be overlooked. They should get at the man who did not care anything about civic life but only his own gain. He advocated restrictions in the height of buildings. New York was no longer a city in this respect. It was a disease. It was abnormality.

The session then adjourned for luncheon and to hear an address from the Hon. W. J. Hanna, Provincial Secretary, on "Civic Problems in Ottawa."

In his address Mr. Hanna said that conditions in this country could be improved and deputations came to the provincial government on many occasions urging reforms which would be of benefit. However, the question was who should pay for it. It often happened that there was a fine point as to whether the cost should be borne by the Municipality, the Provincial government or the Dominion government. All the improvements have to be paid for by the people eventually, which ever government carried them out. He spoke of the work done, such as better provisions for feeble minded people and indigent children. He promised that there would be further reforms and seemed to be favorably impressed with the proposal to have a department formed in the provincial government particularly to deal with municipal affairs, as advocated by the Civic Improvement League.

He praised the work of Dr. McMurchy in connection with mental defective children and Mr. Thomas Adams for his work in town planning.

He took up the question of making farm life more agreeable so that the boys and girls would stay on the farm. The social service in vogue in the cities should be extended to the country. The mothers in the country as in the city should have the proper nursing and care even before the child is born. As the child grows up he should be given the same opportunities for education in the country as in the city, with manual training, etc. It was one of the duties of those who remain at home to make the home life in Ontario better, to make it more valued, more worth fighting for.

The public should see that the children of the poor get a fair start in life, strict attention should be given to their health, that they have proper environment. He recommended the visiting nurses as a great benefit to the community.

"Censor his movies and see that he does not pick out any wrong heroes," Mr. Hanna said. "Give him compulsory military training."

The Afternoon Session.

Hon. J. J. Guerin, of Montreal, took the chair at the afternoon session. He said from the look of the meeting it augured well for the success of the movement. The Civic Improvement League was a movement which would cater to the interests of citizens in improving both mind and body. It was quite evident from the number at the meetings that the citizens appreciate the endeavors of

those who started the movement. It necessarily meant that the movement would be crowned with success. The seed had been sown in fertile soil and it was bound to germinate.

Engineering View.

Mrs. S. P. Brown, Canadian Society of Civil Engineers, was first called upon for an address. He would define what a civil engineer was and try to show his relation to civic improvement. An engineer had to be many things, from an honest man to an analyst and sociologist.

Mr. W. J. Francis, Montreal, another representative of the Canadian Society of Civil Engineers, spoke on the same subject.

Town Planning.

Hon. Sydney Fisher, ex-Minister of Agriculture, in opening the discussion on town planning, housing and public health, said they had all heard of overcrowding and the other evils of civic congestion. In the country men, wherever they had a hand in shaping the landscape, had always managed to make a blot, and the prevention of this was as important as the prevention of disfigurement of city streets. He hoped the Civic Improvement League would do something to improve life in the country. Half the population of this Dominion was urban, said Hon. Mr. Fisher. He was afraid that unemployment would be great and serious after the war. Canada was not going to induce immigrants to come here if that were the case. Something would have to be done to make rural life more attractive than the city. They had a complete system of rural government. What can the rural councils do? Better roads could be made and trees planted for shade and utility. Immigrants from the Old Country were unfit to control a Canadian farm, he said. Many of the lands given as farms were in an infinitely worse condition than before. It lead him to feel that while most had their minds on urban improvement, he hoped there was a place for rural civics in the league. He would suggest the appointment of a committee to deal with this subject apart from the urban side.

Housing Problems.

Dr. Helen McMurchy (Toronto), urged the supreme importance of proper housing. Referring to the problem of immigration, Dr. McMurchy said that whatever was in store for them in this regard, there was no question as to making plans and making them now. She next touched upon the problem of the mentally defective. That should receive the League's attention. She said that such a conference as this would have hardly been possible a few years ago. Her third point was that the League would take measures to prevent the spoiling of the great and wonderful dower of natural beauty. She instanced Pembroke, particularly, as a case in point. An unparalleled opportunity was opened before them.

City Maps Needed.

Dr. Frank Adams (McGill), made a strong plea for better municipal maps. Not many cities had these maps, said the doctor, who also gave instances of subterranean borings which had stumbled upon "uncharted" sewers and other kind of pipes.

Mr. W. D. Lighthall, Montreal, Union of Canadian Municipalities, said an important step would be to get immediate action in setting in motion the town planning act. They would bring down a resolution with this in view and he hoped they would all support it. A move should be made to take advantage at once of the act. It was, as a previous speaker had said, an unparalleled opportunity for Canada and one which will not occur again.

Mr. N. Cauchon (Ottawa), urged getting the town planning act adopted at once in the various provinces. Mr. Cauchon said he had visited all the principal towns and cities in Canada and 56 in Europe. There was no comparison between what occurs there and in Canada. There was more public interest in Europe. Many are surprised to find how far behind Canada is in the essential amenities of life when they visit the Old Country.

Public Health.

"The first duty of a statesman is the care of public health," said Dr. Chas. J. Hastings, medical officer of health of Toronto.

He strongly endorsed the power and scope of the Public Health act, of Ontario.

Mr. J. P. Hynes spoke for the use of the protest ballot in elections, saying that there should be no elections by acclamation.

Sir John Willison here took the chair.

Continued on page 56

Public Opinion and Government

(By Prof. J. A. DALE.)

In a democratic state the will of the people is the guiding principle of government. How is this will to be ascertained? How is it to be interpreted and put into practice? How again can good public opinion be fostered? These are questions of the greatest practical importance. What do the people want? Do they want the right things? Who is the judge, and what the grounds of judgment? These questions are the hope and despair of those who wish well for the state. Hope—because of the democratic faith that people on the whole wish well, when all allowance is made for the conditions which may warp their judgment; despair—because of the difficulty of getting a clear verdict in terms which can be translated into legislation.

The difficulty is increased by the complicated organization of the modern state. Some sort of public opinion is easily obtained in the simple and clear constitution of an autocratic or slave state, where a body of ideas is impressed on the people for their obedience, and all opposition crushed. The conditions of a modern industrial democracy make this sort of unanimity impossible, and raise the problems of government in an acute form. First, labor can be concentrated in special place and for special work. This happens in all the functions of the state: most men are compelled to specialize, because the degree of efficiency or the amount of knowledge required is beyond their capacity or opportunity. Hence their whole experience, and their philosophy of life is specialized also. This would not create much difficulty, if that experience and philosophy were not to be used as the definite basis of government—if for example the government were entrusted to a class of specialists in the whole art, such as the "guardians" of Plato. The other factor is the spread of education, which means the power to form and express opinion. The divergent experience of the different citizens, combined with their numerically equal power to express and influence opinion and legislation, is the ideal basis of democracy. In practice the divergence is so great as to breed a sense of injustice and hostility which makes social co-operation impossible. This is the trouble in most states to-day.

At the same time the whole business of government gets more and more complicated, as it is less exclusively occupied by offence and defence, and enters more and more (in spite of all interruptions) into the organization of public welfare and the investment of national resources.

Hence the basis of state action seems to be wide, and hard to concentrate. Any section through the mind of the people reveals a number of centres of diverging or conflicting interests, more or less well organized within themselves, but not into a common will. Among these a large number of agencies are at work for the formation and expression of opinion—official and unofficial, interested and disinterested; in the newspapers, in the pulpits, in countless meetings, in Parliament, in Government departments, men are attempting to form and express the will of the people as they see it. So far at least as numbers go, there is no lack of voices. The resulting chaos is shocking to the martinet type of mind; it gives great scope to the unscrupulous politician, who makes a fine art of fishing in troubled waters. But it gives hope to the democrat, who looks for some eventual resultant of all these conflicting energies. It makes government difficult; but that is the problem of democracy.

STUDY PERSONAL OPINION.

We can best see both the difficulty and the way out of it, if we study the formation of our own personal opinion. By heredity, by associations of all kinds material and moral, we reconstruct each for himself the world of his experience. Here also as in the state we find divergent even conflicting centres of interest. We are each a bundle of selves. Every man makes his own adjustment, which gives him such measure of efficiency and peace as he is able to compass. Our action and thought are the resultant of our various motives, a balance which we may achieve in many ways—by deliberate "water-tighting" of our "compartments," or the mortification of one self for the benefit of another, or the chance development of one under the favor of circumstance. But the ideal toward which every thinking man strives is to make

this thought approach consistency, and urge his experience of contradictions as far as he can. To do this, he will face the facts of life with the utmost frankness, honestly testing all explanations, trying to be sure that even the "hardest" facts and loudest voices are not really shadows and echoes; or (changing the parable from Plato to Hans Anderson), determined to find out whether, in spite of all the people say, the Emperor really has any clothes on at all. Thus the world of appearance is organized and rebuilt into reality by making the explanations of it as consistent as possible. I imagine a new Erewhon where if a man found his world of thought as divided against itself as is the industrial state, he would go at once to a Straightener recognizing the seriousness of his case, and ask for the discipline that will cure him.

This inner harmony is not obtainable in perfection; but the degree of its attainment is the spiritual measure of freedom.

So also there are very many ways of approaching harmony within the state, and there the degree of its attainment is the political measure of freedom.

There are two main lines of approach, followed by (a) those who believe that the common welfare is best served by individual freedom, so that the object of legislation is to remove all possible restrictions, (b) those who believe it best achieved by restricting individual freedom, so that the object of legislation is to create a wise organization to secure a higher general result at some cost of liberty. Both individualist and collectivist may desire a form of society in which the best life is possible for the individual up to his capacity; but they differ sharply as to the way towards it, and sometimes even as to its nature. This is partly due to a broad difference in men's temperaments; as W. S. Gilbert says:

Every boy and every gal
That's born into this world alive,
Is either a little Liberal
Or a little Conservative.

They are not, however, mutually exclusive. They refer to a difference in the balance of tendencies usually both present. How many a politician is Radical on the hustings and Conservative at home! And the balance shifts regularly in all but the most extreme doctrinaires, under the influence of the second factor in the opposition. The full practical effects of the change are not within the view of either its advocates or assailants. The prophets, whether of Immediate Ruin or Immediate Prosperity, find little fulfilment. Experience gradually reveals the practical bearings, and deeper moral consequences. These are frequently sufficiently unexpected and striking to unsettle the previous balance, and steadily shift the ground of a man's hope from faith in individual freedom, to faith in the superior intelligence of the state, or vice versa. The course of legislation in England since the Reform Bill of 1832 clearly shows this alternation. Public opinion is gradually concentrated on some change; by the time it has reached the point of legislation, opinion is already beginning to focus on the effects of that change, which are gradually becoming clearer and demanding modification.

The trend of legislation in the 20th century has been increasingly collectivist so far, and has entered an enormous field of state business. Here public opinion meets a new difficulty due to the need of expert direction and large bodies of officials. These men inevitably get out of touch with the mind of the people in adapting themselves to changed circumstances. They become executive specialists. The bureaucrat of to-day is like the "guardian" of Plato already referred to; but with the vital difference that he is a specialist in one section only or one sub-section only, of government.

To instruct and check its executive, democracy gives power to majorities, with various qualifications. In order to obtain the widest basis of judgment it is widening everywhere the franchise. At the same time it is experimenting with the mode of representation, in order to get if possible the actual voice of each section of the people direct. Representation is too often misrepresentation. It is thinking over ways of giving to minorities a voice pro-

The Case for Town Planning

(By SIR LAURENCE GOMME.)

In a recent article on Mr. H. R. Alridge's book—*The Case for Town Planning*—in *The London Standard* Sir Laurence Gomme gives some very interesting views on Town Planning. The following extracts show that the writer fully grasps the larger meaning of this important subject. Sir Laurence is clerk of the London County Council.—Ed.

"The almost sudden claims of town planning are not due entirely to professional advocates. They proceed from deeper origins than this, and the principal cause is the consciousness slowly but surely growing that city-life is to be the basis of Western civilization in the future, as it was in the ancient civilizations. The war has done this amount of good: it has broken down the last illusions that government and human existence can be based upon the traditional country life of England, where lord and peasant live side by side, working out a colorless, if peaceful, mode of passing from the cradle to the grave. The new Imperialism which is assuredly coming will be peaceful and democratic, not the work of the tyrant prince appointed by himself as the friend of a divinity created by himself. And the city is the centre of this new Imperialism."

LOCAL PATRIOTISM.

"Town planning is beginning its work. Its possibilities are great if handled in the right spirit. We cannot afford to let it die out. It must relieve cities of their slums and their ugly spots. It must make them places to live in joyfully and healthily. It must stand out as one of the greatest products of our age, meeting the requirements of inhabitants of the future city civilization. No one can call this a small or unimportant part to take in the new life that is coming, and the one thing to bear in mind is to base town-planning schemes and town-planning imagination upon a sufficiently high ideal. It would be a disaster if the Roman model were followed by which the chessboard system was reproduced in every city, but it would be an equal disaster if the modern attempts at town planning were allowed to dominate all thought in the future. There is danger here. On the Continent a general sameness is apparent. Paris set the fashion which Berlin has attempted to follow, with its comprehensive ignorance of all that is artistic, and lesser cities are, to a not inconsiderable extent, following the same course. Just as every city of antiquity had its own anonymous hero or its own god to represent it wherever representation was needed or could be introduced, so the modern city has its own destiny and ideal to be represented. Its town planning should represent this destiny and ideal. As one gets out of the Waverley Station at Edinburgh the Scott memorial is the first thing to meet the eye. "Waverley and "Scott" make Edinburgh understood by the veriest stranger on his way from railway station to hotel. They represent the speaking soul of the Scottish capital city, and they stand as examples of what other cities should aim at producing. Even the worst of modern cities has a soul hidden somewhere amongst its rubbish centres. London has it, but it is lost in the ignorance of its citizens. Statues of modern kings—Charles I, James II, the Georges, and some others—are to be seen without producing a sensation. The Nelson Monument is dominant, but is national, not local. And yet the greatest monarch that ever reigned, anywhere and anywhen, Alfred the Great, made modern London, and is, in truth,

PUBLIC OPINION AND GOVERNMENT. (Continued.)

portional to their numerical weight. These, though very necessary reforms of procedure, are subsidiary to the great essential, at once the basis and the product of democracy—the development of a widespread intelligence and goodwill, which will make as many people as possible, if not (as Pericles said of the people of Athens in his day) "originators, yet good judges of policy."

To this end, free expression and circulation of ideas, the facing of facts, the testing of explanations by first hand evidence, the organization of a consistent body of thought, are as necessary for the state as for the individual. For both, they are the conditions of sanity and freedom.

its great hero representative. But London does nothing to show this proud fact in her history.

EXPERT ADVICE NECESSARY.

There is one final word to say, and it should be said with all frankness and with great care for the feelings and ambitions of those whom it concerns. It concerns the important question as to whether professional help outside the official architect or surveyor should be sought. The answer to this question is written in the streets of every village in the country, in the roadways of every township and urban centre. And the answer is decisive, namely, that outside help is absolutely necessary. Town planning is a specialized art resulting from training and inspiration. Every local official does not possess these necessary qualifications. Experts in drainage, in the ordinary ways of village or town life, cannot suddenly turn to the varied requirements of town planning, besides which local authorities have too frequently neglected their greatest duty, namely, that of appointing the best qualified officials, even though it costs them more in salaries. An example may be quoted from a village in Buckinghamshire, Tudor in character, and containing many charming remnants of this period. It has had thrust upon it the cheap villa architecture, with its garish attempt at ornamentation, and has had its twelfth-century abbey, now a dwelling-house, absolutely destroyed. One does not blame either architect or owner for these follies. It is the system which is at fault, the system which is proclaimed from the council chamber of the parish authority that inadequate salaries are more important than adequate meeting of all requirements. There is only one way out of such a deplorable state of things, the recognized policy of obtaining adequate professional advice from those whose qualifications are certain, and we gladly endorse the views put forward in this respect in the book before us.

FIRE PREVENTION vs. FIRE PROTECTION.

"Locking the barn-door after the horse has been stolen," is a time-honored expression; but it applies with peculiar emphasis to many of our supposedly modern municipal governments. Especially is this true in the matter of the fire loss.

While enormous sums are spent annually in the equipment and upkeep of fire departments for the purpose of controlling and extinguishing fires, it is almost a novelty to find a municipality with a department charged with the inspection, and with authority to enforce the correction, of conditions favorable to fires. In some of our larger cities some progress has been made by the fire departments, which have set apart small details of their staffs, charged with inspection work. The result of their work is minimized, however, by the fact that the inspectors have not sufficient authority.

The fire chiefs have it in their power to advance the fire prevention campaign and secure results. If a fire chief's record depended upon his keeping down the number of fires, instead of his ability to handle fires after they have broken out, there would be greater effort at inspection. Fire chiefs should insist upon sufficient men for inspection work; these men should be held responsible for the inspection and correction of dangerous conditions, and, to make their work effective, the inspectors should be clothed with fire marshal authority, in order that any fire breaking out in their inspection districts might be thoroughly investigated and the cause definitely assigned. In this way an inspector's reputation for thoroughness would be at stake, and, with the knowledge that a fire would be investigated by one familiar with the conditions, there would be fewer fires of a suspicious character or due to carelessness.

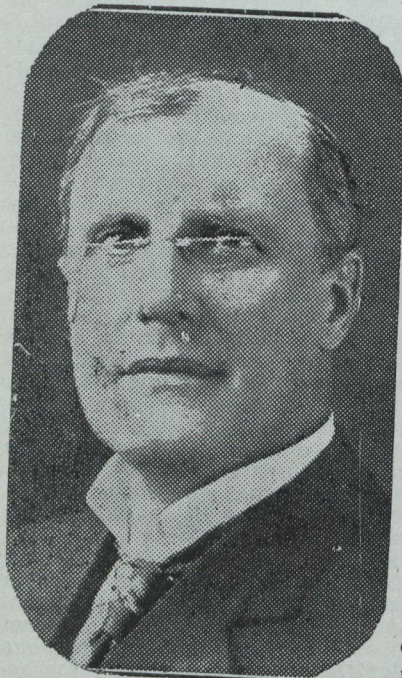
Municipalities can well afford to make generous appropriations for fire-preventive inspection work. It is an investment which will yield large returns, not only in reduced fire loss but in reduction in the cost of upkeep of fire departments and equipment.—Conservation.

H. E. Brockwell, chief engineer Manitoba Government Telephones, has been elected a full member of the Institution of Electrical Engineers of London.

SOME BIG MUNICIPAL MEN

(By AJAX)

MAYOR HARDIE, OF LETHBRIDGE.



The municipal life of this country would seem to be taken up by two classes of men—the first looking for the honour of aldermanic or mayoral lignity, and then forgetting all about it in relinquishing their office. This class might be termed incidents rather than factors in local government, for what can a man know of the ethics and practice of civics in a short one or two years. The other class take their responsibilities seriously and learn all they can, not only of actual local conditions,

but their bearing on the general life of the nation. There are many in this class who might truthfully be termed nation builders, for they in their circumscribed area, but not limited outlook, are consciously or unconsciously, instilling daily the principles of Canadian citizenship into the minds of those with whom they come into hourly contact—it might be a child or it might be a newly arrived immigrant—and they inspire a truer sense, at least, of public responsibility in the community.

Such thoughts and comparisons were passing through the scribe's mind when he met W. D. L. Hardie, the Mayor of Lethbridge, at the conference of Mayors at Ottawa last May. Mayor Hardie certainly does belong to the "other class"—the class of civic thinkers and doers.

At the said conference, Hardie was very much to the fore, and he introduced some Western sense into the discussion. "If anything was worth doing at all it was worth doing well," was his slogan, and unemployment (the big subject of the conference) was with his city at that time a very real problem. Naturally he was very impatient at the introduction of extraneous matter into what was a subject of the deepest import. No sidetracking for him of the real issue to please anybody. The fact of the other delegates being of the same mind does not lessen the determined showing of Mayor Hardie, who, I verily believe, would have tackled the Government himself.

This determination gives the key to his make-up, for does not his record give an indication of his getting there all the time. What that record is is best epitomized in his being a Scotchman (born in Bathgate, 1862)—a practical engineer—and a Canadian Mayor, 1912. Between his natal day and the present year W. D. L. Hardie has done many things—most of them good, though not all. He started to travel very young, being but two years of age when

his parents took him to the State of Ohio via Canada, though he returned to Scotland for his schooling and engineering training, taking a course as a civil and mining engineer. When twenty years old young Hardie emigrated to the United States again. He entered his chosen profession and received the best of experience on the railroads and in the coal mine.

As a good Scotchman Hardie could not keep away from British territory, and he came to Canada in 1890, and settled in Lethbridge, where he has been ever since, excepting for a few years in railway work in Old Mexico. For twenty years he occupied the position of colliery superintendent and mining engineer of the old Alberta Railway and Irrigation Company (now part of the C. P. R. system) which, if nothing else, is a good example of continuous service; but the records show that he was a valued official.

Mayor Hardie has grown up with the city of Lethbridge. He was a citizen when it received its first town charter, and was a prominent man when it won its city charter. He was the last mayor under the aldermanic form, and is the first mayor under the commission form of civic government, which came into force January, 1914.

Under the new charter Lethbridge has three commissioners—the Mayor is Commissioner of Finance, Police, Fire and Immigration; the second Commissioner has charge of Public Works and the third Commissioner looks after all Public Utilities. Each Commissioner is required to give the whole of his time to the service of the City.

At the first election the Mayor was elected for four years, the Commissioner of Public Works for three years, and the Commissioner of Public Utilities for two years. There is no election the second year, so that one commissioner goes out each year, after the second year, and is elected for three years after. Under this system Mayor Hardie has two more years to serve, and being as popular as he has proved himself efficient there is no reason why he should not be Mayor of his adopted city for at least another term. And why shouldn't he, for one thing the Mayor glories in is his big job. As he says himself the work in engrossing and pleasurable,

Probably the secret of Mr. Hardie's success in the Mayoral office is his sense of responsibility to the citizens of Lethbridge. "I regard a public office as a public trust, and govern myself accordingly," he said on one occasion, and it would be hard to find a more sane or dignified expression from a public man. And the time is fast coming when men who regard sacredly a public office as a public trust will be better appreciated by their fellows, and Hardie will come into his own.

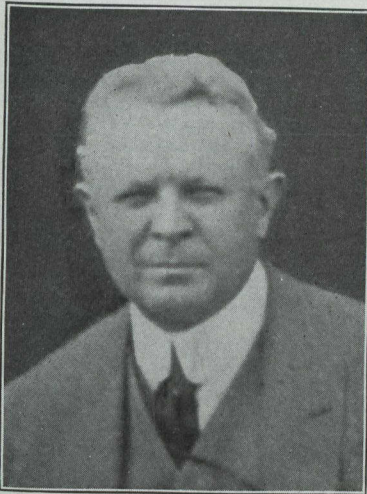
WON'T STOP KISSING.

The Municipal authorities of an American city and the heads of the local schools announce they will make no effort to enforce "recommendation No. 25," issued by the county Board of Health, in which kissing is prohibited under penalty of contracting disease. One and all declared "it can't be done."

"No form of salutation can take the place of the good old-fashioned kiss," declares the mayor. "No tapping on the shoulder or forehead will take the place of a good kiss, with a hug thrown in."

Systems and Personnel in Civic Government

(By MAYOR WAUGH, of Winnipeg.)



If the formation of the Canadian Civic Improvement League leads to a comprehensive study of the whole subject of civics with a view to the establishment of a well-informed public opinion in Canada as to the best methods to be adopted to secure the most satisfactory results in the government of our municipalities, it will place to its credit a service of inestimable public benefit. The solution of the problem of municipal government will, in itself rectify nearly all of the problems of urban, social, and community living. While

the community problems of the urban and rural communities differ in many local respects, the fundamental principles underlying municipal government and improvement in our methods and ideals of community living should be much the same in all.

Assuming then, that the League or some other organization will set itself the task of trying to guide public opinion on the subject of municipal government, I venture to place the following questions for consideration:

1. What is the best and most efficient form of Government in Canada?
 - (a) For urban municipalities.
 - (b) For rural municipalities.
2. Should the governing representatives of the people in urban and rural municipalities be elected by popular vote or selected and appointed?
3. If elected,—How?
If appointed,—How?

In addition to which an opinion might be given as to the tenure of office of municipal administrators.

I don't pretend to answer my first question. I have given a great deal of study to the subject during the past five years, but confess that I am just as far away from a satisfactory solution as ever. The people as communities have, I believe, a desire for good government,—as good as possible. But the genius who can point the way to the attainment of that desirable end has not yet appeared. The best thought of many generations has, apparently, left the question of the best form of municipal government among the problems still to be solved. We are still groping around in a maze of more or less hazy ideas.

What is wrong with our present-day municipal government? Is the system any worse or any better than it has been? Is it less or more efficient? Are the elected representatives less intelligent, capable or trustworthy? Are the people themselves any more intelligent? Are they doing their full duty as citizens to themselves, the community and the men they elect to office to administer community affairs?

The citizen does not, as a rule, take any of the blame or responsibility for mismanagement to himself. It is almost invariably "the system" or "the Council" that is wrong. But you hear it in Ottawa, Toronto, Montreal, Winnipeg—everywhere, that old familiar story, "The City Government is no good." There is always a clamor more or less loud for a change. We all know that there is room for great improvement, but when we get down to the question of "How?" one says one thing, one another, but it is just threshing out the same old straw.

We try this and that and find year after year that we are still groping. We try new schemes, elect new men but still the main result is the same.

No, the system is not altogether to blame for the result. It matters little about the system after all—the man is the main consideration. Poor men with a good system will not insure good government, but good men may, no matter what the system.

One thing is certain—the men we elect to our City

Councils are a fair average of the intelligence and quality of the people who elect them.

In the Old Country and in Canada we have introduced from time to time varied methods of giving executive effect to the will of the majority of the people, such as Executive Boards, Commissions, Boards of Control, Commissioners and sometimes changes in the method of election or in the number of elected representatives. There has been practically no change, however, in the demand or desire on the part of the people to vote for and elect those whom they want to represent them in their legislative council chambers, from the Parliament of the empire down to the most insignificant School Board.

Is it the electric system that is wrong? Are we prepared to assert that, after centuries of experience? If we cannot elect men to worthily represent us in the smaller field of our home civic affairs, if the elective principle is wrong, then how are we to justify the principle of election, or elect worthy representatives to the parliaments—Provincial, Federal or Imperial?

I am not prepared to admit the failure of the elective system in municipal government, but am willing to admit that the results obtained are far from satisfactory, and I blame the electors apathy more than the candidates for the result.

Typical indifference is displayed in Winnipeg by the fact that only on rare occasions have we had more than 20 per cent of the resident qualified votes polled at an election, and on one occasion when a by-law was submitted to the people for a new water supply, involving the expenditure of \$13,000,000, only 11 per cent of the qualified electors turned out to vote for or against it. Think of it! 89 per cent were so indifferent that they allowed 11 per cent to determine a matter of such importance, and I presume that similar conditions prevail in other cities.

Now let us see about the men. Every City Council or other Legislative body in Canada has elected all kinds of men. Can any one write out a specification or a description of a "good man," the "Right kind of man?" I have heard the expression, "the right kind of man" often before, and I came across it the other day in one of our Winnipeg newspapers urging that our Board of Control and City Government should be composed of the "Right kind of men." We all want to elect the "Right kind of men," but the difficulty is to form a mental picture of the type of man who would be exactly right.

Every large business corporation wants the "right kind of man" in its employ and to manage its affairs. Business concerns can offer the "Right kind of men" a contract for a term of years to manage a lumber business, a contracting business, a railway business, a financial business, a hardware business, or almost any other business you may mention; but how can the people of our cities reasonably expect to get "the right kind of men" to manage the affairs of the City Corporation, which requires a knowledge of all these businesses and many others? The kind of men who know a lot about everything—that kind of men are not looking for a job as a city Councillor.

In my thirty-three years residence in Winnipeg I have seen scores of capable men offer themselves for Aldermen and suffer defeat at the polls; and I have seen just as many good men elected and serve for a year or two and then quit, just about the time they were beginning to have such a knowledge of civic affairs as made their services really valuable. They were developing into "the right kind of men" when they quit.

We all admit that the government of our cities should be a duty demanding some of the time and experience of our most successful citizens, and those of us who know anything about managing the multitudinous and varied affairs of a large city know that the job is worthy of the best brains in our cities. But how are we going to get that service? How are we going to keep it when we do get it? Successful business men very seldom sacrifice their own business interests for civic office. Big successful corporations train their men to run their business. They retain the services of efficient administrators and pay them well, and ensure them a tenure of office which is practically life long. But our democratic system of government does not permit us to vote according to the

(Continued on page 59.)

CIVIC IMPROVEMENT LEAGUE—Continued

Chancellor Jones, New Brunswick, said that the soldiers returning would be looking for an open air life. They should make rural life attractive, therefore. Some people seemed to be looking forward to the return of immigration for a revival of land speculation. He blamed the transportation companies, whose object seemed to be to take people as far as possible across sea and land and dump them in the western cities. He urged rural planning schemes as well as urban. Two things were essentials on the farm—fresh water and the telephone.

Dr. G. C. Creelman advocated training farms as a prime necessity. It would pay the provinces and Dominion to maintain farms for teaching Canadian agriculture in Britain.

Mr. G. Frank Beer, Toronto, appealed that all pull one string instead of each pulling different strings. There should be a municipal department in every province.

Mr. G. R. G. Conway, Vancouver, pointed to the difference in cost of civic construction in Britain and Canada, and urged the need of topographical maps.

"The greatest trouble in the west," he said, "is the real estate speculator."

Immigration Policy.

Mr. J. C. Watters, president of the Dominion Trades and Labor Congress, referred to the "insane policy" of the Canadian government which was responsible for dumping people in this country, irrespective of the fact as to whether they were of any use to themselves or the country. He blamed the agents who thought more of the £1 per head than the welfare of the country.

Dr. P. H. Bryce, advocated that some scheme be inaugurated by which each province deal with its own particular problem of immigration in association with the Department at Ottawa.

Commissioner Garden, Calgary, spoke of the things they had in his city, saying that they needed just such an organization as the league to let the people know just what they have got.

Make Rural Life Attractive.

The following resolutions prepared by the resolution committee were then passed, and referred to the executive to be acted upon.

FEDERAL DEPARTMENT OF PUBLIC HEALTH.

That this Civic Improvement League of Canada petition the Dominion Government to establish a Federal Department of Public Health in order that all matters of health and disease under federal, provincial and municipal jurisdiction, the compilation of health, literature, the direction of research work and the preparation of statistical records, may be systematized, co-ordinated and unified for the sake of greater economy, progress and efficiency.

UNIFORM MUNICIPAL STATISTICAL REPORTING.

That this Conference appoint a committee of three to study the question of uniform municipal statistical reporting; that this committee endeavor to secure the co-operation of the Census branch of the Department of Trade and Commerce, and that this committee communicate its report to the Conference at its next meeting.

DEPARTMENT OF MUNICIPAL AFFAIRS.

It is hereby resolved to recommend each Provincial Government to create a department of municipal affairs whereby the best expert advice will be placed at the disposal of municipalities, and proper control will be secured over municipal finance. In view of the great need for uniformity in sanitary and town planning administration and the exercise of economy in regard to municipal business, we urge the desirability of early steps being taken to have such a department created in each province.

TOWN PLANNING ACTS.

That the League approves of the steps being taken by the Commission of Conservation to urge Provincial Governments to pass Town Planning Acts as drafted by the officers of the Commission, especially in view of the necessity for securing greater economy in connection with the development of land, greater convenience in the layout of streets, and preservation of natural features.

MUNICIPAL VITAL STATISTICS.

That, in the opinion of the Civic Improvement League of Canada,

It is desirable that the Federal and Provincial authorities co-operate in the work of collecting, compiling, and publishing the municipal and vital statistics of the Dominion.

IMMIGRATION.

That Committee of the Civic Improvement League of Canada, be appointed by this Conference to draw up a report of suggestions on the Immigration Problem and to present it to the Economics Commission.

IMMIGRATION AFTER THE WAR.

That to adequately deal with the problems of immigration to Canada which will arise after the war, the Minister of the Interior as representing the Federal Government be urged to call together for consultation with the Officers of the Department, the Minister and officials of the several provinces dealing with immigration as well as representatives of any commissions or committees now dealing with problems of unemployment and settlement of public lands to discuss some definite scheme for dealing with immigration.

PLANNING OF AGRICULTURAL DISTRICTS.

WHEREAS the present methods of planning, dividing and settling land in Canada for agricultural purposes has not met with the measure of success which might be expected, having regard to the great natural advantages we possess in the Dominion, the League resolves to recommend the Federal and Provincial Governments to make investigations into the problem and to consider the need for a more scientific method of laying out the land so as to encourage greater co-operation among farmers and secure better facilities for transportation, education and social intercourse.

In view of the conditions likely to arise after the war, and in connection with the return of soldiers from the front, the League desires to specially direct attention to the need for this problem being dealt with in the immediate future.

UNIFORM CIVIL SERVICE REGULATIONS FOR MUNICIPALITIES.

That a committee of three be appointed to study the subject of uniform civil service regulations for municipalities and that Dr. Adam Shortt, Chairman of the Civil Service Commission be requested to co-operate with this committee, which shall report to the Conference at its next meeting.

SPECIAL SUB COMMITTEE.

The following sub committee was appointed to consider and deal with the resolutions and proceed with the drafting of the constitution:

PROVINCIAL—Ontario: Mr. G. Frank Beer, Toronto; Quebec: the Hon. J. J. Guerin, President Montreal Civic Improvement League; Manitoba: Mr. W. Sanford Evans; Saskatchewan: Professor Oliver; Alberta, Commissioner Garden, Chairman Alberta Town Planning Association; British Columbia: Mr. G. R. G. Conway, M. Inst. C. E.; New Brunswick: Mr. W. F. Burditt, Chairman St. John Town Planning Commission; Nova Scotia: Mr. R. M. Hattie, Chairman Halifax Civic Improvement League; Prince Edward Island: the Hon. J. A. Mathieson, Premier.

NATIONAL: Dr. J. W. Robertson, C. M. G., Mr. James White, Deputy Head, and Mr. Thomas Adams, Town Planning Adviser of the Commission of Conservation; Dr. P. H. Bryce, Hon. Pres. of Canadian Public Health Association; Mr. J. S. Watters, President of Dominion Trades and Labor Congress; Mr. W. D. Lighthall, K.C., Secretary of the Union of Canadian Municipalities; and a representative to be nominated by the National Council of Women.

THIS CLOSED THE PROCEEDINGS.**INSANITARY AREAS.**

"Dealing with the treatment of insanitary areas, municipal authorities should realize that they are in the position of a doctor treating a cankerous growth. He does not trim a little bit off here and there. The whole thing must come away. So it is with an insanitary area. It does some good to make a road through such a quarter, but the road does not get rid of the insanitation except immediately on either side of it. The bold course is the best and the cheapest in the end. Authorities should seek to make the improvement of an insanitary area pay for itself as far as possible. By careful and judicious planning and the reservation of road frontages for controlled development a great deal can be accomplished in this direction. The clearance of an insanitary area and the provision of sites for the persons dishoused is without question a public purpose.—A. E. Mirane, in Garden Cities.

STREET NOISES.

Noises made upon the public thoroughfares are one of the chief sources of annoyance to the residents of cities. These are numerous and varied, and, except in very rare instances, are unnecessary. Many municipalities have regulations covering this nuisance, but they are seldom strictly observed. In fact, in some cases, while the municipal code prohibits street shouting, licenses to street-hawkers, to ply their trades upon the streets in as noisy a manner as they may wish.

Not the least offender in the category of noise-makers is the freak automobile alarm. Many varieties are in existence, and, as there are also various kinds of freak drivers, the combination becomes nerve-racking. Attempts have been made, but without much permanent success, to regulate these alarms and to secure uniformity. This would also be of advantage in accustoming horses to the approach of automobiles.

Boards of health and other organizations should undertake a campaign to secure a considerable reduction of these street noises and a consequent more enjoyable city life.—Conservation.

Ashes should not be deposited where they will come in contact with wooden articles, fences or outbuildings. Fresh ashes are likely to cause fire on account of live coals they may contain.

ADVANCEMENT MADE IN SEWAGE DISPOSAL

During recent years, marked progress in methods of sewage disposal and treatment have been made in Canada. A recent investigation made by the Commission of Conservation revealed the following: In Ontario, of the total number of municipalities having sewerage systems 37 per cent treat their sewage; in Quebec, 12½ per cent; in Manitoba, 33 per cent; in Saskatchewan, 80 per cent; in Alberta, 43 per cent; in British Columbia, 44 per cent. The Maritime Provinces cannot be compared on the same basis, as most of the sewerage systems there discharge directly into the ocean, and treatment would be superfluous.

Conditions with regard to sewage disposal are better in the west largely because the systems have been more recently installed, after the necessity of treatment had become apparent to all. The great majority of the systems in the eastern provinces were installed before this necessity had become so universally recognized, and, as they were not laid out for this purpose, it is in some cases costly to make the change. However, marked improvement is also to be noted, and practically all new sewerage systems either include treatment plants or are designed and installed with the view to the future installation of such plants at the minimum expense.

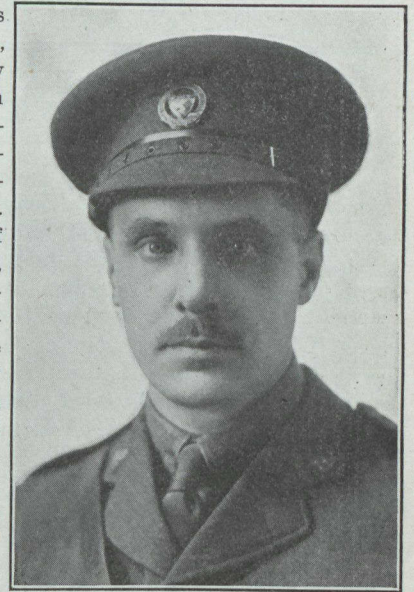
BUILDING PERMITS IN 27 MUNICIPALITIES FOR 1915.

Town or city.	Year 1914.	Year 1915.
Berlin, Ont.	\$ 729,330	\$ 329,990
Brockville	105,280	46,010
Edmonton	4,913,277	301,725
Galt	322,480	140,140
Halifax	879,320	1,063,985
Hamilton	3,703,865	1,523,248
London	1,837,735	1,207,630
Montreal	17,394,244	8,511,221
Moose Jaw	459,610	88,222
North Bay	333,625	121,228
Ottawa	4,397,920	1,605,160
Outremont	1,028,550	389,430
Peterborough	452,340	98,610
Port Arthur	1,234,085	83,605
Preston	98,480	46,575
Red Deer	42,515	17,735
Regina	1,765,875	465,065
St. Catharines	777,793	446,121
St. John	515,300	346,275
Sudbury	538,080	103,515
Three Rivers	652,130	484,215
Toronto	20,684,288	6,651,889
Vancouver	4,484,476	1,504,300
Victoria	2,243,660	292,450
Welland	337,918	191,232
Westmount	698,585	589,405
Winnipeg	12,160,950	1,826,300
Woodstock	110,709	86,021
Yorkton	60,695	48,385

VICE-PRESIDENT OF NORTHERN ELECTRIC GOING OVERSEAS.

The appointment of Captain Paul Sise as Adjutant of the 148th, the new Battalion now being organized in Montreal by Lieut.-Col. Magee for Overseas Service, has recently been announced.

At the outbreak of the war, Captain Sise, who was formerly connected with the Victoria Rifles, joined the Canadian Officers' Training Corps which is affiliated with McGill University. When the McGill Auxiliary Battalion was formed, Captain Sise was in command of "D" Company and later of "A" Company, McGill Contingent, Canadian Officers' Training Corps.



CAPT. PAUL F. SISE,
Vice-President and General Manager of the Northern Electric Company.

Because of the high executive which Captain Sise held with the Northern Electric Company and the responsibilities which such a position entails, his decision to enlist for overseas service not only sets a splendid example to his fellow countrymen, but typifies the high standard and calibre of men who are answering the call of their country in time of need.

Captain Sise was born on November 10th, 1879. He was educated at Bishops College School, Lennoxville, Que., and at McGill University from which he graduated as B.Sc. He was one of the organizers of the University Club in Montreal, is a member of the St. James Club and a Governor of the Western Hospital.

NOTE ON DUPLICITY TEST OF ASPHALT

In asphalt specifications, especially for asphaltic cements, where a ductility test is called for, it is usually made by pulling apart, at a speed of 5 cm. per minute, a briquette having at its centre a cross section area of 1 sq. cm. Some machines used for this test are only slightly over a metre in length and many asphaltic cements of 60 to 70 penetration will run over 100 cm. The writer has been requested in several cases to compare asphalts supplied on specifications. In most cases specifications call for a ductility test of from 70 to 90 cm. at 5 cm. per minute. With few exceptions this requirement is met, briquettes not breaking under 110 cm., the limit of the writer's apparatus.

Ductility being a measure of surface tension, it is desirable to make the test indicate more sharply the difference between asphalts under examination. It is conceivable that of two asphalts showing a result of 110+ cm., one might run to 200 cm. before breaking, while the other would break below 150 cm. The writer has been using two speeds for some time, namely: 5 cm. per minute and 10 cm. per minute. Results show that the latter speed is still conservative and that no good asphaltic cement of the "pure bitumen" type would be done an injustice by adopting it.

The following results are typical (specifications called for minimum of 90 cm.)

Speed.	5 cm. per minute.	10 cm. per min.
Sample A	90 to 95	65
Sample B	110+	110+
Sample C	110+	110+

When examined after pulling to 110 cm. at 5 cm. per minute B and C threads appeared about the same size, but at 10 cm. per minute, the thread of C was about the size of a fine hair, while B was two or three times the apparent diameter of C.—T. Linsey Crossley.

REVIEW OF CIVIC IMPROVEMENT

Conducted by

W. H. ATHERTON, Ph. D. (Sec. City Improvement League of Montreal)

A Civic Improvement League in Action

The Civic Improvement League of Canada is desirous of promoting a local league in every Canadian community. It is a most laudable aim. The functions of a Civic Improvement League have been well stated, but in answer to several requests to provide a short account of the functions of such a local league **in action**, the experience of the City Improvement League of Montreal may serve as an object lesson of the value of district leagues.

The City Improvement League of Montreal was founded on March 9th 1909. It grew out of the success of the great Anti-tuberculosis Crusade of 1908, and its first members were the members of that movement.

It was designed:—

To unite the efforts of all who were trying to improve Montreal.

To form a central clearing house and bureau for city betterment activities.

To economize energy time and money by federation.

To survey the whole municipal and sociological field so as to prevent overlapping, and to fill gaps.

To put the force of all the local associations working for civic betterment behind the work of each particular one; in collaboration and not in competition.

To make the strongest possible appeal to the authorities and to public opinion by educative and co-operative campaigns needed for the hour; no matter by whom initiated.

Its inaugural meeting on April 12th, in the Board of Trade Hall, was presided over by His Excellency, the Governor-General, Earl Grey. Both speakers and audience were widely representative of cosmopolitan city life.

Welcome to League.

The advent of the League was hailed as likely to be of permanent value in uplifting the city which had long been suffering from a lowness of civic probity in high places consequent upon the apathy and neglect of civic pride in the people generally, so that many scandals had flourished openly unchallenged and unchecked.

Its birth was contemporary with the "Cannon" report, and the great municipal and reform movement of 1909, into which the League immediately threw itself. Thus the League met with an immediate and warm welcome in all directions, notably in the press, and its growth was very rapid, but even more rapid the growth of its burden and responsibilities.

The City Improvement League has been so constituted that there has been no municipal activity into which it might not legitimately enter when needed, and it has done so. In its dealings with the City's responsible rulers its attitude has not been one of antagonism, but of healthy constructiveness.

Its members have been of every class of the community independently of race or religion. It has

sought to be the central meeting ground, especially for the best official and unofficial experts in the city. Many past members of the local Council have been among its officers and committee members. Its aim has been altruistic, and its scope has embraced every form of amelioration in city life tending to the good of the greater number. It has been constantly on the alert acting as a "go-between" with the city rulers and the people in a number of cases, such as the securing of improvements, the eradication of nuisances,—as unsightly billboards and scenic disfigurements—the preservation, retention and purchase of public park land, the beautification of the streets, lanes and backyards; the lighting of the parks and dark places; the suppression of noise, smoke and expectoration on the streets and in the interior of the public places, the advocacy of music in the parks, and opposition to unsightly erections in the city, urging architectural symmetry of street buildings, and improved building by-laws, etc.

It has also approached the Federal and Provincial Parliaments on subjects of general civic interest such as a better system of census and of betterment of housing conditions of the individual worker, etc.

A Retrospect.

A brief retrospect and conspectus of some of the important things which it has initiated or been among the prime movers of, includes, in chronological order, the following:—

1908-9.—The antituberculosis Crusade (as explained) from which the League originated.

1909.—Anti-spitting crusade. Child question committee formed. Streets and lanes committee; suggestions offered to the City Hall; a three days' Civic convention held (resulting in movements which led to the betterment of the City water supply; the passing of the Juvenile Court Act; the study of the housing problem and City planning; the interest of civics in the schools, and the attainment of the great change of the Civic Charter of 1910.) A back garden campaign in the summer for school children initiated.

1910.—The preliminary commission of study of a metropolitan park system promoted and attained by the League; the reorganization of the Pure Milk League; illustrated pictures in Dominion Park on Hygiene and Civic Improvement; Earl Grey spoke before the League on the advisability of a garden city experiment in the suburbs; a company formed, but abandoned; a Housing Committee formed. Provincial leasing laws questioned; the Juvenile Delinquents' Act proclaimed at Quebec.

Back garden campaign for children again renewed; illustrated lectures on gardening and practical demonstrations in the schools.

Ex-President C. W. Eliot, of Harvard University, spoke before the League on the value of a permanent Metropolitan Parks Commission. Great activ-

ity of the League concerning the preservation of the beauty of the Molsons and Redpath properties adjoining the public Mountain park.

1911.—“The New Municipal Idea.” (Address before Canadian Club arranged for) by Mr. C. R. Woodruff, Secretary of the National Municipal League (U.S.A.) City planning discussion by Mr. Raymond Unwin (of England.) First Clean-up Day proclaimed through the League. Co-operation in movement for more playgrounds. Sociological survey started in co-operation with others. **Child Welfare Exhibition initiated by League—organization started.**

1912.—Memorial monument to R. R. Gregor started (erected in 1913).

Metropolitan Parks Commission Bill passed. First City Cleaning day proclaimed. First Child Welfare Exhibition held in Canada, (results: development, Housing Reform movement strengthened. opening of milk stations (goutes de lait). Parks and playground agitation, Convalescent Houses, Library Moving pictures in the parks on public health.

1913.—Mr. E. Culpin (England), addresses League on City Planning. **Canadian Municipal Journal** adopted as Official Organ. Advocacy of a Central library organization. Civic Charter reform (principle of five districts with three aldermen to each adopted). A preliminary committee of Canadian Civic Experts of the Dominion, formed through the initiation of League at the National Municipal League (U.S.A.), held at Toronto. Object—a Canadian Civic Association adopted.

1914.—Preliminary steps urged by League at the International City Planning Congress held in Toronto for a National Society of Civic Improvers. (Result, establishment of the Commission of Conservation of a National Bureau of Housing and City Planning.) Dr. Nadeau of Quebec, heard on Workingmen's dwellings. Mr. C. R. Woodruff (U.S.A.), heard on Good Government for cities of the size of Montreal. Co-operation in movements for a National Extradition Act for deserting husbands and for a Domestic Relations Court. **Week Campaign.**—First Clean-up Week inaugurated, in conjunction with the Montreal Publicity Association.

1915.—First organized experiment on Vacant Lot Gardening. Second Clean-up Week campaign. Legislative Committee on Civic Charter reform started in April. Organization and formation of a Composite Committee for Municipal Reform convened by League—presents Bill to the Premier of the Provinces. **One of the promoters and founders of the Civic Improvement League of Canada.**

SYSTEMS AND PERSONNEL IN CIVIC GOVERNMENT.—Continued from page 55.

value of our interest in the municipality, that is to say, according to the value of the shares we own in the Corporation, our real estate and business interests.

Take our great banking institutions for instance. The President is, as a matter of course, re-elected every year. He is, in many instances, a man who has risen from the ranks and doesn't need to worry about his re-election. But if he had to depend on his customers for re-election he would be in much the same position as the mayor of our cities. Those of his customers who got all they wanted from the bank would vote for him; those who didn't would run a candidate against him, vote against him and most likely defeat him.

In a great business corporation a man's position and advancement depend almost entirely on his own efforts to promote the welfare of his firm. But in municipal elective office, there is no security of office, no continuity of

administration or policy. Plans for the future cannot be made when a constant agitation for change exists.

The “right kind of men” must not only be good business men, possessing a large fund of common sense, but they must also understand the city's business. It takes about two years in the City Hall to get such a knowledge—two years of experiment—two years training and investigation—two years wasted because retiring councillors very seldom tell the people what should be done in the interest of the city.

The new man who knows little or nothing about city business and who replaces the man of two years' experience usually has a fine vote-catching theoretical platform which he says if he is elected will put everything right, and so it goes on. Nevertheless, there is the clamor for “new blood.” I often wonder how our municipal business is as well conducted under such a disjointed, unstable method of administration. The present system is illogical and unscientific and wasteful of well meant effort. In order to get the results we would like we should first of all have men who, by experience, are qualified to conduct the administration of our Cities making them responsible to the people, but at the same time so securing their office that they can manage the business fearlessly and conscientiously.

We in Winnipeg have perhaps had a greater degree of continuity of service than some of the other cities in Canada, and, consequently, a greater continuity of policy. Some of the members of our Council have served many years in the Council, and their services to the city, and their intimate knowledge of city affairs are and have been of inestimable value. Then again, while the term of office of Mayor in our city is just one year, Winnipeg has had only six Mayors in sixteen years.

This brings us to the question of training. We train doctors, lawyers, preachers, etc., in our universities. Is it possible to train a municipal administrator in our universities? It may be so demonstrated, and I am not opposed to the suggestion, but I am “from Missouri,” at the present time. Experience is and has been the only teacher, and it is sometimes costly to the Municipality.

Admitting that we have made a case for the permanent Civic Administrators, during good behavior and efficient service, and assuming that we have located the right men, how are we going to elect them or appoint them, and for what term, and on what conditions?

Will the people give up their long-cherished right to elect their Administrators? There is every logical business argument and precedent for appointing the right men to positions of trust and responsibility, but will we, to use a common expression, “stand for it” in community affairs?

Eliminate selfishness—self-seeking—wire-pulling, and all the other forms of local or permanent advantage where-with individuals are constantly besieging the City Hall and you will largely solve the difficulties surrounding community government.

Until the individuals in a community can be educated to a higher sense of their responsibilities to their neighbors, and until the people approach the subject in a spirit of broad-minded, co-operation with the Councils in the good government of their municipalities in the best community interest, I confess that I regard the prospect for better conditions as not being very hopeful. I say advisedly, that there is just as much room for improvement and reform in those who elect as in those who are elected to manage municipal affairs. Spasmodic fault-finding will accomplish nothing of real value. Only sustained interest and an informed knowledge of municipal problems and conditions will get results.

I believe, too, that any real remedy must come from the people themselves. Their elected representatives may make suggestions, but in my opinion, reforms in government, especially municipal government, must to a large extent emanate from the outside more than from the Council. I think the people expect too much in this respect. They usually look with suspicion and resentment on any suggestions by their Council to reduce or vary the control which they, as electors, have; but are themselves negative and indifferent to any improvements or remedies for community benefits.

Now let us all—electors and elected—not look too critically at the past, but just for a moment let us be honest and candid with each other. We have all been joy-riding. Everybody has been exceeding the speed limit. Let us then be up and doing. It is not too soon to prepare not only in our Municipal Governments—in our cities—but everywhere for the new day that will be ours at the close of the war.

Ontario's Hydro-Radial Railway



SIR ADAM BECK.

As a result of the recent municipal elections in thirty-one municipalities the interest in \$13,734,185 worth of bonds, to be issued by the Provincial Government, has been guaranteed to construct an electric railway from Toronto to London, passing through the cities of Berlin, Guelph and Stratford, a total distance of _____ miles. Sir Adam Beck, the promoter of the scheme is aiming to have about 2,000 miles of public owned electric inter-urban railway in Ontario, which will cost in the neigh-

borhood of \$90,000,000 and there is no doubt but that the popularity of the municipal vote on January 1 and 3, was due to the splendid success of Sir Adam's hydro-electric scheme, which has not only paid for itself but has been a boon to Ontario municipalities.

The details of the enterprise as worked out by the engineers of the Hydro-Electric Commission, are as follows:

The entire cost of the Rydro Radial system immediately contemplated is \$13,734,155, each municipality benefiting to assume its proportion. The total amount estimated to be required for the maintenance of the railway, apart from operating and maintenance at \$817,025. The annual amount estimated to be required for sinking fund charges for the retirement of the bonds to be issued is \$137,342, and for interest on the said bonds \$686,708.

The bonds are to be secured by the guarantee of the Province, by debentures of the municipalities and by the property itself.

The expense is to be apportioned among the municipalities benefiting.

The debentures to be issued by respective municipalities are as follows:

Township of London	\$ 630,389
Township of Trafalgar	578,921
Township of Waterloo	521,903
Township of Blanshard	402,909
Township of Wilmot	479,065
Township of Downie	418,735
Township of South Easthope	316,262
Township of Toronto	345,355
Township of Nassagaweya	343,147
Township of Guelph	361,025
Township of Etobicoke	401,335
Township of North Easthope	248,585
Township of Biddulph	142,166
Township of Esquesing	91,922
Township of Puslinch	70,300
Township of Eramosa	42,180
Township of Nelson	31,130
Township of Ellice	33,100
Township of East Zorra	39,000
City of Toronto	4,240,196
City of London	1,109,303
City of Berlin	774,040
City of Guelph	734,862
City of Stratford	651,735
Town of Waterloo	193,900
Town of St. Mary's	153,940
Town of Milton	65,000
Village of Mimico	111,200
Village of New Toronto	82,250
Village of Port Credit	54,050
Village of New Hamburg	66,250

Total amount of bonds to be issued. \$13,734,155

Four of the smaller municipalities voted against the undertaking.

Proposed Route.

The present proposal is for a trunk line of unusual

stability and merit in construction. From this central feeder the system may extend from time to time as the municipalities and the Commission decide by "feeding" lines.

The proposed route is as follows: From a passenger terminal located near the foot of Yonge street, westerly to Sunnyside on Harbor Board property, and private right-of-way wherever possible and thence to the Humber River. From the west limits of the city at the Humber the line runs westerly parallel to the G. T. R. main line. It crosses the Credit River at a point between the Lake Shore road and the G. T. R.

Leaving Port Credit the line crosses the G. T. R. about one mile west, running thence to a point north of Sheridan post-office, and from there directly to Milton.

Crossing the C. P. R. west of the C. P. R. station at Milton the line runs to the township of Nassagaweya, thence to the township of Puslinch and thence in the general direction of the Eramosa River to Guelph.

From Guelph the line continues to Berlin, leaving Guelph in a westerly direction and entering Berlin from the northeast. The location lies north of the present G. T. R., between Guelph and Berlin.

From Berlin the line runs to the G. T. R. main line, which it parallels to a point near Baden, and thence south of the G. T. R. to a point east of Stratford, where it will cross the G. T. R. and enter the city. From Stratford the line runs in a westerly direction parallel to the old main line of the G. T. R. to a point north of St. Mary's.

Through St. Mary's to London.

The line runs in a southwesterly direction through St. Mary's and thence westerly, crossing the Canadian Pacific Railway at grade and over the Thames Rives, running thence parallel to the old main line of the Grand Trunk Railway to a point near Granton, thence in a southerly direction through Biddulph township to the northern boundary of London township, thence in a southwesterly direction from concessions 14 to 10, inclusive, in London township. From this point the line runs in a southerly direction through concessions 9 to 4, inclusive, thence following the Thames River, through concession 3 to 1, inclusive, in London township, to a point between the Sarnia road and the Thames River, a short distance west of the Warncliffe road, outside the northwesterly boundary line of the city of London. Thence the line runs in a southwesterly direction over private property and city streets, crossing over the Thames River, in the city of London, to a point on Bathurst street, thence easterly along Bathurst street to the London and Port Stanley Railway, which at present terminates on Bathurst street, immediately east of Richmond street.

A NEW HIGHWAY.

A large deputation from Ottawa consisting of Controller Champagne, J. L. Garland, president Board of Trade; Geo. F. Hurdman, M.P., Dr. McElhinney, J. Moffatt Ross, Stewart McClenaghan, F. Jarman, W. H. Dwyer, J. Cockrane, J. Foley, W. J. McLroy, Warren W. Soper, recently waited upon the Provincial Cabinet with a request that the Government guarantee 40 per cent of the cash of a highway between Prescott and Ottawa. It was argued that the highway would connect with the New York State highway at Ogdensburg and thus American tourists would be induced to come into Canada. The city of Ottawa is prepared to pay \$180,000 of the total cost of \$600,000, and the Government guarantee 40 per cent of the cost of a remainder would be borne by the municipalities benefited by the highway. The Cabinet promised to take the matter into consideration.

A BIG GAS PIPE LINE.

Eugene Coste, of the Western Canadian Natural Gas Company, proposes to pipe natural gas to Winnipeg, Regina, Moose Jaw, Brandon, Swift Current, and in fact all the important towns along the Canadian Pacific Railway between Calgary and Winnipeg, including the latter.

NEW YORK GROWS.

Within a few miles of New York's city hall the planned expenditure of \$206,766,000 in building enterprise in 1915 makes a record, all things considered, truly remarkable.

New York was grievously hurt by the war; yet its building total of \$173,000,000 for twelve war months surpasses by \$37,000,000 the record of 1914, with but five months of war and immigration handicap.

Municipal Finance

JAMES MURRAY,

SHARP CRITICISM.

"It is most regrettable to record that the actions of some municipal officers and members of committees and councils in connection with the sale of bonds, are such as stamp them as unworthy of the office which they occupy and of public esteem and confidence. While they may regard their actions as smart and as a result may secure a few dollars more for their securities, the devious course which is taken to gain their ends cannot but be severely deprecated. They are guilty of a severe breach of faith and ultimately their conduct must recoil upon the municipality. Other than correct and honorable dealing as between financial houses and the community, is bound to become known and as a result general distrust is entertained as to the bona fide of all of the municipality's transactions. Financial houses who either suggest or lend themselves to questionable methods, in the same connection, are to be equally censured."

The above extract is taken from a contribution to the annual review of the Monetary Times. To say the least, it makes dangerous reading to the investing public, and is probably exaggerated, but the point we want to make is that such a charge should be impossible; and this can only be done by the highest sense of public rectitude in municipal finance. To our mind the objection to the statement is in the suggestion that the short comings are general, whereas really dishonest practises in the municipal life of Canada are very scarce, and soon found out. But there are many loose methods in our municipal finance, largely begotten of lack of knowledge, which give rise to such criticisms as the above, and we repeat again the appeal already made in these columns to municipal treasurers to really become efficient—to study the fundamentals of bond issues, and the ethics.

MUNICIPAL BOND SALES, 1915.

This leads us to the review of municipal bond sales which will be published next month, and well illustrates the value of financial knowledge on the part of local authorities. An examination will show that some municipalities have secured better terms for their issues than others, though only offering the same actual value. One of the reasons is that the market has been studied by the fortunate ones. Another reason is proper financial statements. Still other reasons are intelligent replies to enquiries from bond houses and the proper preparation of the issues, which in the more fortunate municipalities are made attractive as possible. The best reason of all will probably be seen in the fortunate municipalities having secured the confidence and co-operation of the financial houses. It seems to be forgotten too often by municipal officials that the investing public act very largely on the advice of the bond houses.

LOCAL RATES IN ENGLAND.

We recently received the 31st annual statement issued by Mr. W. Allison Davies of Preston, England, which gives the rates levied in the various cities and towns of England, for 1915-16. This excellent publication, which also shows the charges for gas, water and electricity, as well as profits and losses on municipal undertakings, not only makes interesting

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reading, but serves as a reminder that the tendency in the Old Country is to make the present generation pay for their own improvements. Local rates are considerably higher across the sea than in this country. Compare Leeds 10s. 1d. in the £ (over 50 per cent of rental value) to Toronto's 17 mills; Preston's 9s. to Ottawa's 15.4 mills or Norwich's 11s 6d. to Winnipeg's 10.83 mills and the lesson is obvious. We find that among the municipal undertakings the public markets give a large revenue—in England it is the rule to charge a small fee for each basket of farm produce and so much for each vehicle. No free markets there.

Another interesting table is that giving the charges for water, gas and electricity. The average price for gas per 1000 feet would seem to be between 60 and 70 cents. Where these three utilities are municipal owned a good profit is shown with the exception of water which is more often on the deficiency list.

WHAT DO WE PAY FOR BORROWED MONEY.

The other day we received a bulletin from Philadelphia's Bureau of Municipal Research, which, under the title of "What does Philadelphia Pay for Borrowed Money," gives a very clear definition of extras, and as the same questions can be equally applied to many municipalities in Canada, though perhaps in a different way, we reproduce part of the bulletin as follows:—

The answer to the above question is unknown. Not until Philadelphia has repaid a loan can it tell what that loan has cost it. Even then, the ascertainment of the cost is extremely involved and difficult.

On December 31, 1915, the city of Philadelphia sold \$5,360,000 worth of 30-year, 4 per cent, tax-exempt bonds for a total of \$5,484,017.39. This is at the rate of 102.313.76, and means a premium of \$124,017.39 payable to the city.

Had a single investor purchased these bonds of the city at the price stated, and were he to hold them until their maturity, the net return or yield to him on his investment of \$5,484,017.39 would be approximately 3.87 per cent per year.

Now that we know what the return to the investor would be, let us look on the other side of the transaction and see what the cost to the city will be.

Quite a number of people are under the impression that the city has borrowed this \$5,360,000 — really the \$5,484,017.39 received—at a cost to it of this same 3.87 per cent per year.

Many think that the city has borrowed the money at a cost to it of 4 per cent per year — for that is the rate that the bonds themselves specify.

A number of people would say that the annual cost to the city is the 3.87 per cent plus the yearly appropriation to the sinking fund—now 1.910672 per cent of the par value of the bonds — or a total of 5.780672 per cent.

Others would affirm that the yearly cost is 5.910672 per cent — the sinking fund appropriation plus the 4 per cent that the bonds called for.

Still others think other things — many other things, in fact.

The question is: What is the actual cost to the city? Is it any one of the four that are stated above? Or, is it some other?

The problem is not as simple as the four solutions seem to indicate, for several changing factors of great importance enter into it. The main factor is the state tax which the city has obligated itself to pay in addition to the rate of interest specified in the bonds. Though these bonds are "tax-exempt," under certain conditions they are not tax-exempt. So far as the investor is concerned they are tax-exempt. So far as the city is concerned all of them may be either exempt or not exempt, or some of them may be exempt and others not exempt.

The question as to whether they are exempt or not depends upon who owns them. If they are owned by resi-

dents of states other than Pennsylvania, by charitable institutions, mutual insurance and savings companies, Pennsylvania corporations that pay a tax on their capital stock, or certain other owners, they are exempt, and the city pays no tax on them.

If they are owned by such "owners of invested capital" as are subject to the state tax of four mills on the dollar (.4 per cent) they are not exempt, and the city pays the tax to the state—for the city has agreed to pay such taxes. (It is this agreement on the part of the city that gives the bonds their so-called "tax-exempt" designation.)

Assuming, for the present, that the other factors are non-existent: If the bonds are owned by holders that are not subject to the state tax, the actual yearly cost to the city is 3.87 per cent — the same as the net yield to the investor. But, if they are owned by holders that are subject to the state tax the actual yearly cost to the city is 4.257 per cent — one-tenth more than in the other case.

The actual yearly cost to the city may be as low as 3.87 per cent or as high at 4.257 per cent — a possible difference of .387 per cent — \$4,000 on each \$1,000,000 par value of bonds.

Allowing that one-third of the bonds will be owned by holders that are not subject to the state tax — a condition that is perhaps as likely as any other — the actual yearly cost to the city will be 4.128 per cent (the 3.87 per cent, plus two-thirds of one-tenth of same).

But the amount on which the city will have to pay the state tax will vary from year to year — probably will be different each year — in all probability will not be the two-thirds in any one year. How, then, can the city know just what rate it pays for borrowed money?

MUNICIPAL BOND SALES.

Canada's Municipal Bond Sales last year amounted to \$67,393,000, which in comparison with the figures of 1913 show that the municipalities are retrenching considerably and also that Canadian investors are taking up more and more local municipals.

	1915.	1914.	1913.
Canada	\$31,910,214	\$34,483,359	\$20,550,239
Great Britain	32,347,435	69,632,350	
United States	35,483,114	12,303,200	21,168,053
	\$67,393,000	\$79,133,994	\$111,350,642

WINNIPEG'S EXPENDITURE.

The following table compiled by the Winnipeg Free Press shows how each \$100 of taxes goes, according to the estimate for 1915-16:

Education—			
School Board	\$22.94		
Libraries	1.29		
Museum, etc. . . . .	.01		
			\$ 24.24
Protection of Life and Property—			
Police	\$ 8.63		
Fire (including Water Services and Electric Dept.)	9.55		
Street Lighting	3.45		
			21.63
Health and Sanitation—			
Street Cleaning and Maintenance	\$ 5.47		
Health Department	4.20		
Baths and Comfort Stations .. . . .	.33		
Hospital Aid	3.94		
Winnipeg General Hospital .. . . .	.52		
Hospital Committee	3.01		
			17.47
City Administration—			
Building Inspection	\$.27		
Markets and Pounds .. . . .	.29		
Licenses and Picture Censorship .. . . .	.37		
			0.93
Charity and Employment—			
Relief and Unemployment Bureau	\$ 1.59		
Public Charities	1.52		
			3.11
Parks, Parkway, Etc.—			
Parks Board	\$ 2.93		
Cemetery23		
Parkway Construction04		
			3.20

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City's Works and Property—	
Bridges, Grading Streets, etc.	\$.56
Plumbing, Sewers, etc.	1.17
Chemical Laboratory and Gas Inspection . . . . .	.10
	1.83
City's Debt—	
Interest	\$ 7.92
Sinking Fund	6.38
	14.30
Aldermen, Controllers and City Clerk	1.06
Finance and Taxes—	
Interest on Overdraft and Exchange	\$ 1.08
Rebate on Taxes	1.32
Registration and Transfer of Stock . . . . .	.09
Special Grants . . . . .	.87
Salaries	1.91
Valuation and Revision . . . . .	.08
Special Taxes on City's Properties . . . . .	.46
	5.81
Law—Solicitor, Costs and Damages, Books	0.45
City Hall and Annex—Expenses	0.62
Pensioners	0.25
Entertainment	0.20
Election Expenses	0.05
Printing, Stationery and Advertising	0.35
Exhibition	0.44
Contingencies	2.80
Miscellaneous	0.25
	\$100.00

How each \$100 of taxes is obtained:

Business Tax	\$ 7.73
Property Assessment at 14 mills	82.06
Receipts other than taxation	10.21
	\$100.00

A NATIONAL BOND DEALERS ASSOCIATION.

There is a movement on foot to form a bond dealers association for the Dominion which will do much in raising the standard of municipal finance. We hope in the March issue to publish particulars of the scheme, which is certainly as much in the interest of the municipalities as the investing public.

PROVIDE WORK FOR RETURNED SOLDIERS.

It will be a lasting disgrace to the people of the Dominion if returned soldiers are not properly cared for. Already several hundreds have returned from the battlefields of Europe, and many complaints have been made regarding the lack of provision made for their employment.

A short sighted policy in connection with our soldiers, especially at a time like this, is little short of disastrous. In the first place, it is a poor return to make to the men who have given up their lives. Furthermore, it is a severe blow to recruiting. The ordinary man is willing to "do his bit," and take his chance of losing his life on the battlefields in Europe, but everyone has an innate feeling that if he should return partially or wholly wounded, some provision should be made for his upkeep. Men would rather face death on the battlefield than to face years of suffering from partial disablement. No man wants to be a burden on his family or friends. The least the Government can do is to provide for the future of men who risk their lives in defence of their country.

A concerted move on the part of the Government, the Manufacturers' Association and various other organizations having to do with the employment of men, would be productive of immeasurable good. In the next few months the stream of returning soldiers will increase, and some adequate provision should be made for their care and comfort. Canada is well able to spend a little money on the men who have served her at the front. She can best do this by providing convalescent homes for those who are disabled or partially disabled, and providing work for all those able to labor. A little energy, foresight and organization on the part of the Government is needed at this time. Let it not be said that Canadian soldiers who went overseas to crush Prussian militarism should return to Canada only to be crushed by our faculty, social and economic system, which takes no recognition of the part played by our brave soldiers. Canada owes it as a duty to do something for returning soldiers.

—Journal of Commerce.

DEBENTURE DEBTS.

Messrs. W. L. McKinnon, of Toronto, in a recent statement have the following to say of debenture debts and assessments. The remarks are to the point and reasonable, and we would ask our readers to study them.

What is a Reasonably Low Debenture Debt?

In our opinion Municipalities with a population of 10,000 or over should not borrow over \$200 per capita, including debentures for schools and local improvements. Those with a population of from 2,000 to 10,000 should not borrow over \$150 per capita. Those with a population of under 2,000 should not borrow over \$100 per capita.

Municipalities with Sinking Funds on hand should be given credit for the same in figuring the above limits, and credit should also be given for public utility debts, only provided the municipalities can show that their public utilities pay all running expenses and take care of interest and principal charges on their utility debentures.

We are further of the opinion that no municipality should borrow in excess of 20 per cent of a conservative assessment.

What is a Reasonably Conservative Assessment?

This question has puzzled many people and we have spent years in coming to our conclusion. After an analysis of many statistics, we believe that in municipalities with a population of 10,000 upwards, an assessment of \$1,000 per capita is conservative. Where the population is between 2,000 and 10,000 an assessment of \$750 per capita would be conservative, and \$500 per capita in the case of those municipalities where the population is less than 2,000.

To illustrate the reasonableness of these figures, take the first mentioned. There are about five people in the average family. Therefore in cities of 10,000 or more, the average family (at \$1,000 per capita) would be assessed at \$5,000. That would be equivalent to saying that the average family has a \$2,500 house and lot, and a \$2,500 business. Surely that is reasonable for a city. Similarly it can be figured that in the towns the average family has a house worth \$1,875 and a business worth \$1,875, and in smaller municipalities it works out at \$1,250 house and \$1,250 business, for each family. Of course these figures apply only to urban municipalities.

Unfortunately in some municipalities the selling value of real property is based more on an optimistic view of the future than on true values. These municipalities can readily be detected by applying the above standards to the assessment which invariably rises or falls in accordance with the selling prices of property.

No investor should object to a municipality having its assessment abnormally high, provided such municipality does not borrow by debentures an amount in excess of the above mentioned limits.

The debt limits mentioned above have been figured at 20 per cent of what we consider a fair uninflated assessment should be.

A debt of 20 per cent of an assessment can be retired by a tax rate of 14½ mills on the dollar, if the bonds can bear 6 per cent and are repayable in 30 annual instalments. Surely a debenture rate of 14½ mills on the dollar of a conservative assessment is as high as any municipality should allow. The above mentioned debt limits have been based on this idea too.

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RESTRICTIONS ON MUNICIPAL BORROWING.

I think the bankers, as a whole, know more about the shortcomings of our cities than anybody else. While in Ontario most of the towns are under honest administration, they are sometimes managed by men of little experience. In the Northwest the difficulty has been much greater, and promises to continue to be so in the future, unless some co-operation between the provinces and the municipalities, under the Dominion's supreme care and direction, can be brought about. Some towns are established up there by men who carefully choose their location and where the conditions are good. Towns are also established by people of hopeful and adventurous dispositions, who go into it for the benefit of their own particular pockets. And then the town-planning of which we are now speaking begins and over-runs itself. If it could be curtailed, instead of being encouraged, in certain respects, it would be a good thing for the Northwest. You cannot expect men of the character of the usual founders of the Northwest towns, hopeful and speculative, to be very good mayors and councillors. They are too hopeful, and, if they are so themselves, they want to make others hopeful. In some cases, for instance, local improvement debentures run for thirty years, the improvements crumbling away in ten, and posterity paying the bill. Canadians, of course, do not care to have their liberties in any way restricted. The idea of adopting the system in force in England relating to local loans, to which Sir Frederick Taylor refers, would be irksome to them at first. If, however, the system could be generally introduced in some form in Canada it would be of immense benefit. Even before the war the people had a year or so of depression, and to some extent realized the evils of the freedom under which their towns had borrowed. I think they might eventually come to some agreement by which they would submit to what the English cities, the small cities at all events, submit to, the supervision and sanction by some kind of local board, of all their borrowings. The Local Government Board in England takes great care to see that when a town wishes to borrow it does so for good reasons, and that it is able to pay for its borrowing within a reasonable time. They send inspectors to it, who, if necessary, examine all the conditions from which the demand arises. In England, of course, the borrowing is from the Government itself, through the Local Government Board. Here I do not suppose the Provinces, with all the guarantees they have already given to railways, could guarantee all their municipal bonds or lend the money to the municipalities, but they could, at all events, give their open sanction to the issuing of bonds, and by that means facilitate the sale of them, and for a better price. That would reconcile people, as much as anything else, to such a system as I understand has been advocated for Ontario. As a matter of fact I believe that some of the western provinces have already begun legislating in this direction.—A. G. Parker (Bank of Montreal), at Civic Employment League.

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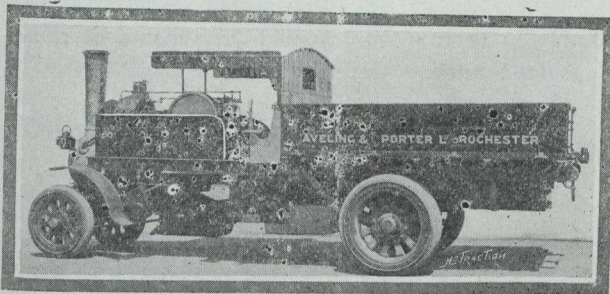
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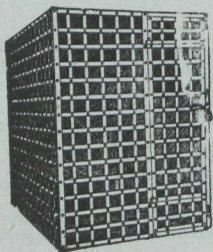
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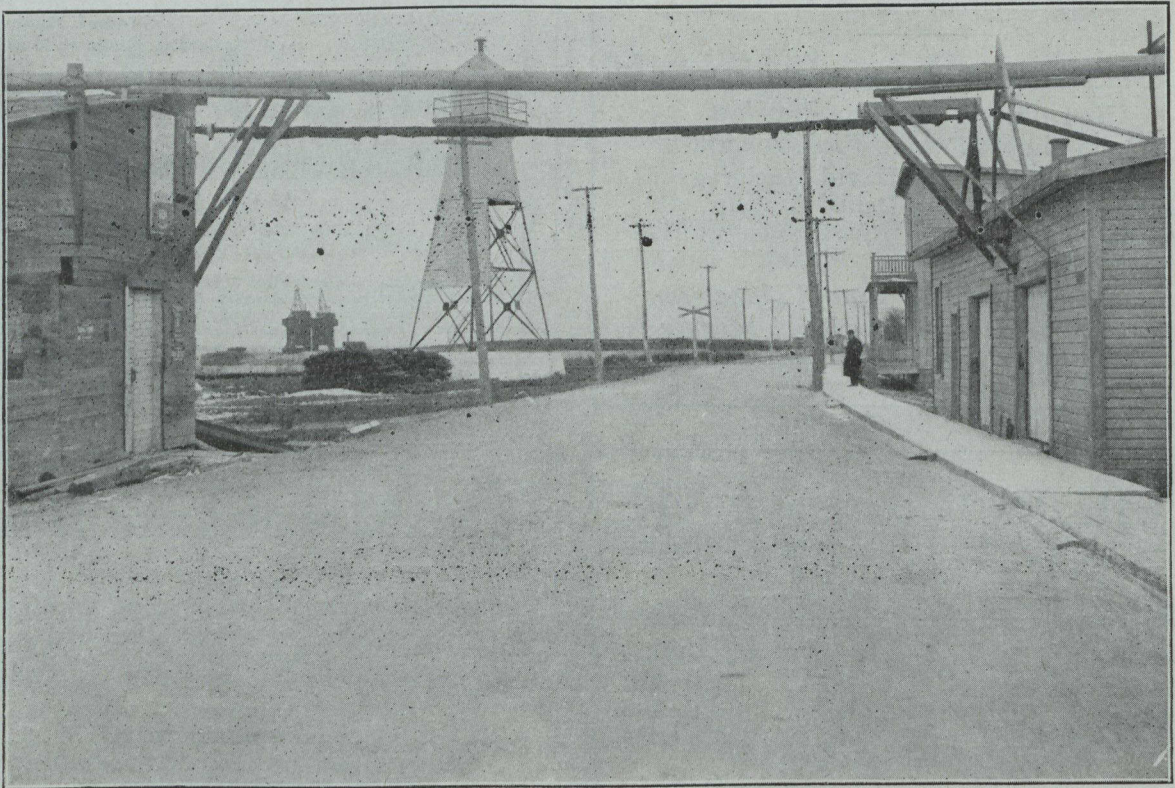
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