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Some of this Concrete Pavement was laid in 1914 —
Some in 1919

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The photograph shows the junction of Dunn and Dundas Streets Oakville, Ont. The Dundas Street Pavement was laid five years ago—the Dunn Street Pavement less than a year ago.

The present condition of the five-year-old pavement is so similar to that of its neighbor-

street that it may be said to show practically no wear or deterioration in spite of the thousands of loads of various kinds that it has carried since it was laid. No expenditure for maintenance has been made to the present time although Dundas Street has carried the heavy traffic to

the station. It is because of this proven "permanence" that Concrete is regarded as a logical solution for any town's paving problems.

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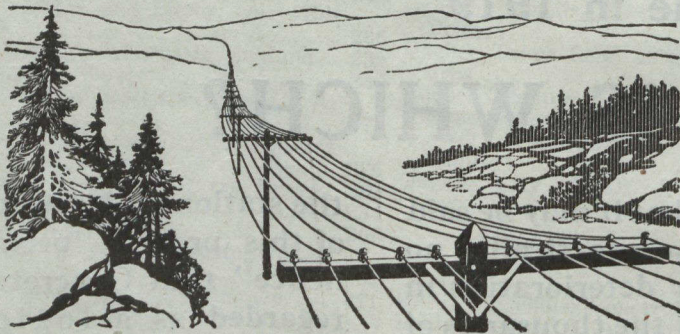
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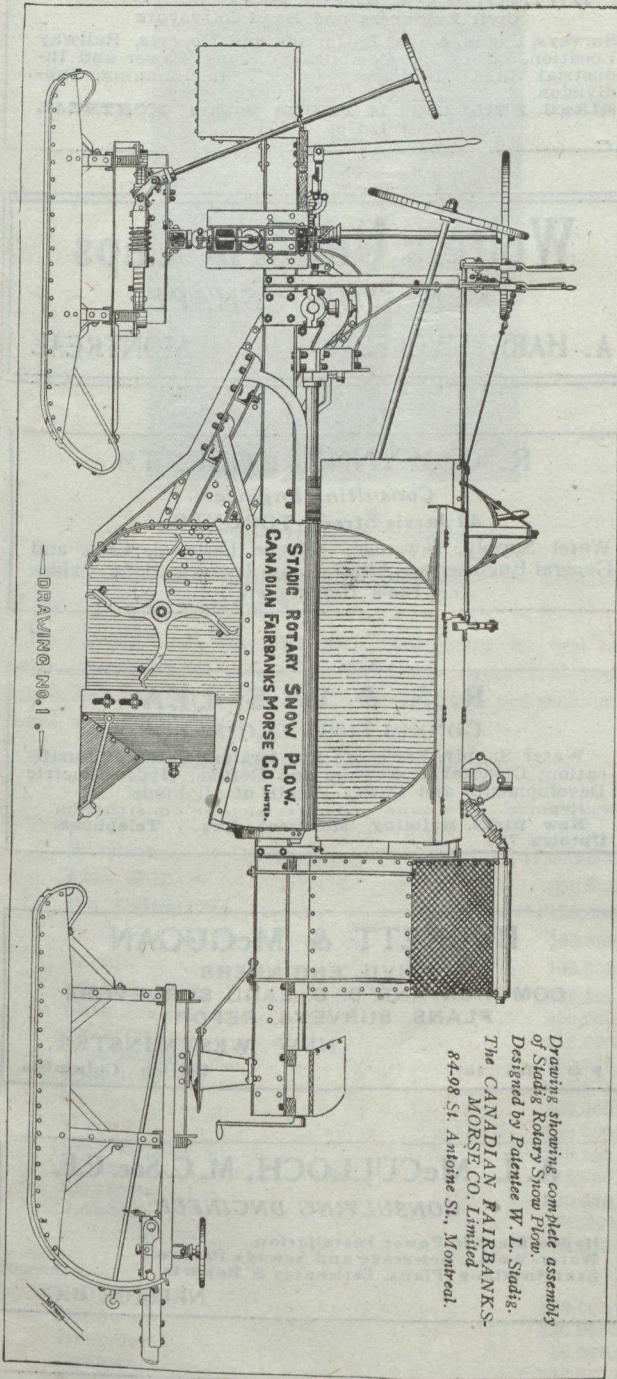
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Drawing showing complete assembly of Stadig Rotary Snow Plow. Designed by Patente W. L. Stadig. The CANADIAN FAIRBANKS-MORSE CO. Limited 84-98 St. Antoine St., Montreal.

The Stadig Snow Plow

A photo of the above plow in action is reproduced on the front cover of this issue.

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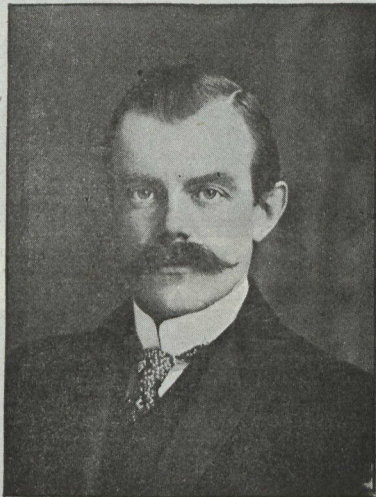
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Housing in Ontario

Memorandum by J. A. Ellis, Director of Housing for Ontario.



Ontario Housing Scheme

Ninety-one Municipalities have come under the provisions of the Ontario Housing Act.

Nearly all these Municipalities have asked for and have been granted appropriations. In many cases the appropriations granted have been considerably reduced from those asked for.

The appropriations made to date are as follows:—

Cities:—	Name	Amount
	Windsor	\$1,000,000.00
	Fort William	250,000.00
	Ste. Catharines	150,000.00
	Sault Ste. Marie	200,000.00
	Sarnia	100,000.00
	Niagara Falls	300,000.00
	Galt	200,000.00
	Brantford	250,000.00
	Woodstock	100,000.00
	Hamilton	500,000.00
	Guelph	250,000.00
	Welland	250,000.00
	Port Arthur	150,000.00
	Ottawa	750,000.00
	Stratford	250,000.00
	London	400,000.00
	Belleville	\$5,000.00
Towns:—		
	Sudbury	150,000.00
	Sandwich	150,000.00
	Hespeler	50,000.00
	Oshawa	600,000.00
	Cochrane	75,000.00
	Trenton	200,000.00
	Perth	25,000.00
	Thorold	50,000.00
	Midland	75,000.00
	Arthur	25,000.00
	Port Colborne	150,000.00
	Hawkesbury	150,000.00
	Iroquois Falls	150,000.00
	Sturgeon Falls	60,000.00
	Ford City	150,000.00
	Milton	20,000.00
	Ingersoll	75,000.00
	Walkerville	250,000.00
	Listowel	50,000.00
	Paris	60,000.00
	Port Dalhousie	50,000.00
	Milverton	50,000.00

	Leamington	50,000.00
	Mimico	200,000.00
	Capreol	40,000.00
	Whitby	50,000.00
	Bridgeburg	50,000.00
	Palmerston	50,000.00
	Leaside	100,000.00
	Niagara	30,000.00
	Timmins	40,000.00
	Goderich	100,000.00
	Carlton Place	30,000.00
	Renfrew	60,000.00
	Smiths Falls	60,000.00
	Sioux Lookout	40,000.00
	Brampton	100,000.00
Villages:—		
	Madoc	30,000.00
	Port Credit	100,000.00
	New Toronto	200,000.00
	Elmira	40,000.00
	Point Edward	30,000.00
	Richmond Hill	25,000.00
	Fergus	50,000.00
	Port McNicoll	30,000.00
	Beaverton	20,000.00
	Woodbridge	50,000.00
	Acton	30,000.00
	Merritton	25,000.00
	Humberstone	50,000.00
	Georgetown	30,000.00
	Chippawa	30,000.00
Townships:—		
	Brantford	50,000.00
	West Oxford	30,000.00
	Guelph	50,000.00
	Etobicoke	150,000.00
	Barton	100,000.00
	York	500,000.00
	Scarborough	100,000.00
	Stamford	30,000.00
	Sandwich	50,000.00
	Pickering	30,000.00
	Thorold	30,000.00
		<hr/>
		\$10,620,000.00

- Cities:—
Kitchener
- Towns:—
Waterloo
Gravenhurst
Brockville
Englehart
Fort Frances
Uxbridge
- Townships:—
Gloucester
Needing

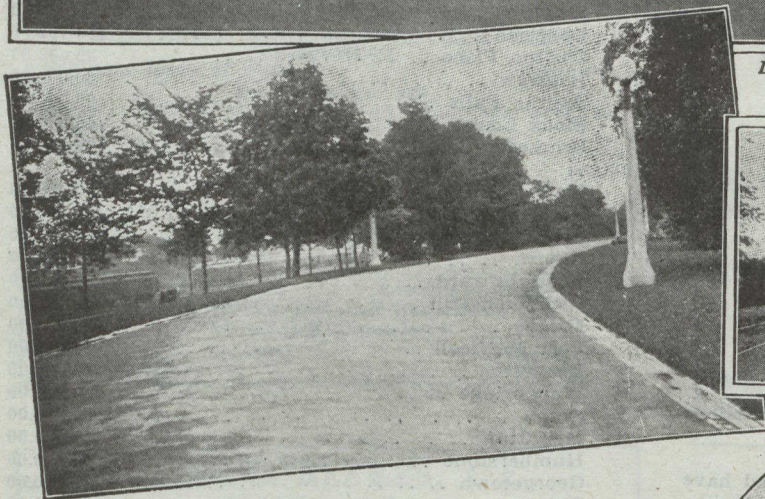
These nine Municipalities have not had appropriations made to them as yet.

Over sixty municipalities are actually building houses. A number of houses have been completed and about 1300 are under construction, and will shortly be completed. The loans for these amount to about \$4,000,000. The plans of these various municipalities for next Spring contemplate the construction of about 5000 more houses. In all it is probable that the Province will be asked to loan about \$20,000,000 by the end of 1920.

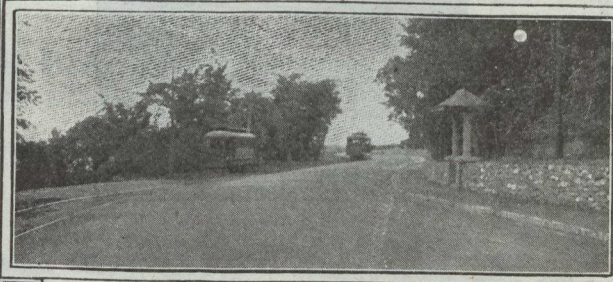
On the whole the Housing Scheme is proving a pronounced success in Ontario. The class of houses being erected is an improvement from every point of view. The monthly repayments (\$20.00 per month for twenty years pays the principal and interest on a \$3,000 house) is hardly equal to the rents which are being charged for the same class of house.



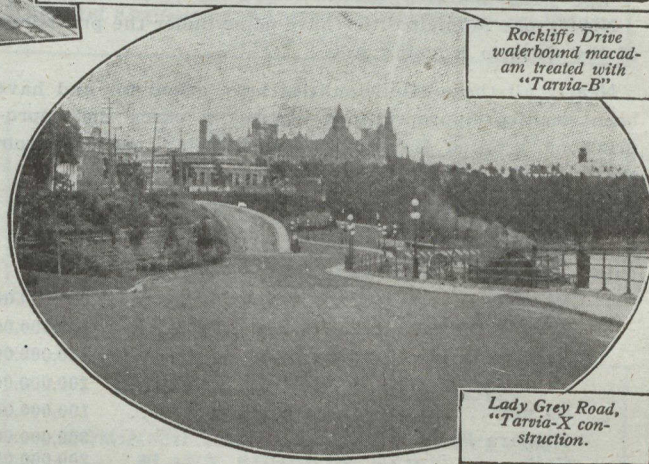
Lady Grey Road, Ottawa, Ont. Tarvia modern pavement constructed in 1913 by Ottawa Improvement Commission.



Rideau Canal Drive, Waterbound macadam road maintained with "Tarvia-B"



Rockliffe Drive waterbound macadam treated with "Tarvia-B"



Lady Grey Road, "Tarvia-X" construction.

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Lessons From The Police Strikes

In a very interesting article on Police strikes the American City presents the question very clearly as it affects the community.

The strikes of policemen are not isolated outbreaks, but symptoms of long-standing grievances to which American cities must give heed.

The occasion of the Boston strike was the suspension by the Police Commissioner of nineteen policemen, all officers in, and organizers of, a police union formed in defiance of his express orders, which were supported by the Mayor and the Governor. Our readers are doubtless familiar with the story of violence, pillage, and loss of life that ensued when the protection of the police ceased and criminals flocked to the city to make the most of their opportunities. This was checked only by the determined action of Governor Coolidge by means of the state militia and the organization of a volunteer police force made up of courageous, public-spirited citizens.

Prior to the Boston affair, the Commissioners of the District of Columbia had refused to permit the organization of a union of police in Washington, a position in which they were subsequently upheld by President Wilson, in the following words:

"I am desirous as you are, of dealing with the police force in the most just and generous way, but I think that any association of the police force of the Capital City, or of any great city, whose object is to bring pressure upon the public of the community such as will endanger the public peace or embarrass the maintenance of order should in no case be countenanced or permitted."

At the President's suggestion, action on the grievances of the Washington police was deferred pending his return to Washington and the Industrial Conference of October 6.

About the same time the police and firemen of Macon, Ga., refused to yield to the demands of the local Civil Service Commission to disband their unions. The police, according to press reports, hooted the order, and the members of the firemen's union announced that they would "only be put out with guns." Two chiefs of police have failed to compel obedience and have resigned. The case is still unsettled.

Before passing judgment, let us pause to examine the grievances of the men and the issues raised by their conduct.

There is no doubt that conditions in both the police and fire services have been far from ideal, and that the expense of buying uniforms at present prices, the restriction upon places of residence, and, in many cities, the deductions from scanty pay for pension fund dues, are particularly hard in view of the high cost of living. Moreover, it is a notorious fact that the salaries paid to policemen and firemen in many cities, as well as to teachers and other public servants are a disgraceful commentary upon our complacent indifference to the faithful service customarily rendered by such employees.

But granting the justice of many of these claims, are the methods by which the police and firemen have sought to remedy these conditions justifiable?

Three issues are raised: the right of police and firemen to organize; their right to affiliate with a nationally organized labor body; and, most vital of all, their right to strike.

1.—**The right to organize.**—The constitutional guarantee of the right "peacefully to assemble and petition the Government for a redress of grievances" would seem to indicate very clearly the fundamental right of police and firemen, as well as other citizens, to organize for the improvement of the conditions under which they perform their duties. This is recognized by the Commissioners of the District of Columbia in their deliberately worded statement:

"They approve heartily of the principle of collective bargaining, and they welcome the organization of members of the police force for purposes of collective representation mutual support and organized effort to increase their salaries or improve their working conditions."

2.—**The right to affiliate with a nationally organized labor body.**—On this point the Commissioners of the District of Columbia are equally definite:

"They must withhold their consent from any project to connect such an organization of members of the Police Department with any other labor organization,

"The fact that the policemen's union (in Washington) is bound by a "no-strike" provision is an earnest of the intention of its members not to resort to a strike as a weapon of compelling its demands, but if it be affiliated with with other organizations which do contemplate the use of a strike in an emergency, every member of the police force who is a member of the union would be liable to the charge, however falsely made, of favoritism in the performance of duty in the event of industrial trouble involving the organization with which it is affiliated."

A policeman is morally obligated by his oath of office to assist in the preservation of law and order. As such, it is inconceivable that he could serve two masters, one of which, by its very nature, must ever represent, not all the people, but a class. A police department cannot fulfill its duty to the public if its members are subject, even to the slightest degree, to the direction of an organization outside the department not responsible to the public. The absolute subordination of armed force to civil authority as representative of all the people has been a fundamental belief of the American people since the adoption of the Constitution. It cannot be compromised, for it is the very essence of security to persons and property, and any change by which a separate and inevitable conflicting allegiance, would be introduced to lessen the direct responsibility of the police to the people would be intolerable.

3.—**The right of the police to strike.**—President Wilson, in his speech at Helena, Mont., on September 11, set forth the only possible answer to this question when he said:

"I want to say this—that a strike of the policemen of a great city, leaving that city at the mercy of an army of thugs, is a crime against civilization.

"In my judgment the obligation of a policeman is as sacred and direct as the obligation of a soldier. He is a public servant, not a private employee, and the whole honor of the community is in his hands. He has no right to prefer any private advantage to the public safety.

"I hope that that lesson will be burned in so that it will never again be forgotten, because the pride of America is that it can exercise self-control."

That his position is heartily concurred in by thoughtful city employes is evident from the following resolution adopted by 643 officers of the New York City Fire Department on September 15:

"The members of the uniformed force of the Fire Department being public officials serving as a force of public safety, we believe that any attempt of an organized effort on the part of such force to engage in a strike under any circumstances would be akin to mutiny and desertion of posts in time of danger, which would not only result in an undue menace to the lives and property of the citizens of the city, but would also be an unlawful proceeding and a crime against civilization and government."

The Honor Legion (1,100 strong) of the New York Police Department on October 1 adopted a similar resolution.

What Ought To Be Done?

Obviously it should be made very evident to municipal employes that the regularly constituted authorities in American cities are prepared to remove just grievances, but are also fully prepared to remove, in another sense, every man who, in disregard of his sworn duty, undertakes to take the law into his own hands.

It is equally obvious that the morale of the police and firemen will suffer if they do not get a "square deal." It is not so easy to recruit for either service as it was. Without first-class police and fire services, every city would soon be in difficulties, and in the end at the mercy of the lawless element. The case as presented for increases of pay is so sound, so convincing, that city councils generally should act promptly. Many cities have already done so, and Boston, for example, is recruiting its new police force on a higher pay basis.

But while justice should be done without delay, it should be made unmistakably plain that no American city will tolerate divided allegiance or confess itself helpless against a violent minority. If the riots in Boston and the defiance of the police and firemen in Macon drive this lesson home, these disturbances, regrettable as they are, may yet prove to be of real value as an object lesson to the nation,

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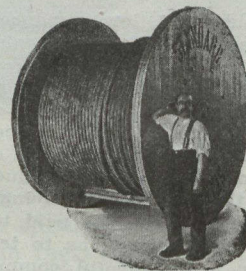
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No. 1.

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The Coming Year

In wishing the municipal councils for 1920 the best of success we should remind them that never in the history of Canada have the local authorities such an opportunity as in the coming year to prove their work in the social and economic development of the country. Because of being closer to the people than the other legislative bodies and in spite of the criticism hurled against their effectiveness as a social force, the civic authorities in every province have, on the whole, during the last decade, fully lived up to their opportunities, limited though they were. To-day more is expected of them, and we have confidence that, given larger opportunities, the new councils will live up to their larger responsibilities.

One of the larger responsibilities that directly affect the councils at the moment, is the adequate housing of the people. This responsibility is recognized by the Federal and Provincial authorities. The Federal authorities have done and are doing their fair share towards supplying the houses, the shortage of which at the beginning of last year was 40,000. Parliament set aside \$25,000,000 to loan to the Provinces for housing purposes, and the Federal Government through its adviser Mr. Thomas Adams is ready to give the best information on the subject to those interested. The Provincial authorities, with the exception of Ontario, have not done as much other than establish the necessary machinery to enable the municipalities to take advantage of the loan. Much then is left for the municipal authorities to do if the housing shortage is to be made up, and the sooner it is made up the better if only to stop the miserable profiteering in rents, that is too prevalent in every part of the Dominion.

There is too the problem of how best to combat the social evil cancer that is fast eating itself into the economic body of our social life. The mayor of one of our smaller cities took the responsibility

on himself of looking after the public morals of the community. His system was segregation and he saw to it that there was real segregation. Such a system while it is not ethical by any means, is certainly better than no system at all in the curtailment of prostitution. There is no doubt that the evil is growing and must be faced.

Again there is the question of public health and hygiene which have become a vital factor in the progress of urban life. The necessity for open air spaces and playgrounds is recognized to-day with consequent added duties to the local councils.

The above are but a small part of the larger responsibility of municipal government to-day, but which are sufficient in themselves to entail much thought and anxiety. But such is the optimism of those who administer municipal government in Canada that, with the renewed energy through the new members, we have every reason to believe that at the end of 1920 municipal Canada will be in the vanguard of national progress.

GOOD ROADS IN CANADA.

During the next five years Canada is committed to spend \$50,000,000 on one big highway scheme. For this purpose the Dominion Government has set aside \$20,000,000 to represent forty per cent of the whole, and as all the Provinces have entered the compact, thus assuring the raising of the necessary \$30,000,000 to complete the scheme it means that this country is determined to have a main highway system equal at least to that of any other country. This high amount of money added to the large sums that will be spent during the same period by the 890 municipalites on their street improvements, represents in round figures an aggregate expenditure of at least \$40,000,000 per annum for the next five years on highways, roads and streets in Canada. Surely an indication of the spirit of the times.

Social Service and The Municipal Councils of Canada

Social Service would seem to have so spread itself in Canada that not only has it become nation wide in its many sided activities but in the industrial centres in particular local service workers are doing real constructive work in the building up of our civic life. In other words the Social Service Councils and other civic bodies of Canada have made themselves voluntarily responsible for a large part of the social life of the communities in which they may be located, and as such have become consciously or unconsciously co-workers with the municipal councils.

Many people may think that we have drawn the longbow in making such a statement, but we would remind such that all the municipal councils in Canada are the elected representatives of the citizens not only for the material administration of their respective municipalities, but are the actual trustees for the general social and economic welfare of their respective communities. No longer are the duties of our municipal councils confined to just the collecting and spending of the local taxes, in the sense of the term commonly understood. Rather the spending of the taxes to-day is based on principles which in themselves underly the social as well as the economic development of the community. This gospel, now generally accepted by our municipal councils has been preached for eighteen years by the Union of Canadian Municipalities, and each of the eight Provincial Unions, as is evidenced by the reports of their annual conventions, and through this journal, where it will be found that every subject on the programme of the Social Service Congress, recently held in Montreal has been taken up at one time or other. As a concrete instance of the recognition of this larger responsibility of the municipal councils we might cite the case of the Local Government Board of England which for ages had the jurisdiction over local affairs in the Old Country, being done away in favor of the new Ministry of Health—a department that puts a much broader meaning, than did its predecessor, on municipal responsibility.

If then the municipal councils, by their very office, are responsible for the social welfare of the communal life of the country, and the social service councils and other civic organizations, are working towards the same end, is it not reasonable to suggest that there be more co-operation between our official and un-official bodies. If the winning of the war means anything at all it means that the eyes of democracy have been opened to the necessity of establishing a higher and better standard of living conditions; and we do not know of any country in the world where the governmental machinery is so complete as it is in Canada to bring about the desired standard, **provided the citizens realize and act up to their responsibility.** To be more explicit, every foot of Canada is divided into municipalities—either urban or rural—each with its responsible local council. These councils are made up of men (and women) who are, really eager to do their duty by their fellow citizens, but who are often handicapped in the carrying out of their social responsibilities because they lack a special

knowledge of sociology. Why should not this handicap be made up by and through active co-operation with such organizations as the social service councils. We feel confident that should such co-operation be offered the 50,000 men who are to-day administering municipal Canada would not refuse the offer. It seems to us that if social service workers are really in earnest to bring about better social conditions in this country they could not do better than work through the municipal machinery already established.

Much of the present unrest is due to too much paternalism on the one hand and too much charity of the wrong kind on the other. Neither the one nor the other is wanted by red blooded men and women, in a country with the great natural resources and potentialities that Canada has, but what is wanted is concerted effort to bring home to every citizen his, or her, responsibility not only to his family but to the community in which he lives. We have no right to make Canada a vast charitable institution but a place in which every person respects himself and is proud of the progress of his community because he himself has been a factor in its building up. Is this too much to expect? We don't think so. We are a young country peopled in the main by strong men and women ambitious for themselves and their families. Given the right leadership, and the right incentive these same men and these women will have self-confidence to make Canada a nation among nations.

RAISING THE TOWN OF LONGUEUIL TO A CITY.

The municipality of Longueuil (opposite Montreal) just recently raised to the dignity of a city has much to be proud of under the guidance of Mayor Thurber, one of the provincial vice-presidents of the Union of Canadian Municipalities and first vice-president of the newly formed Union of Quebec Municipalities. With a population of 7000 the community boasts of having a tax rate of only 11½ miles on the lowest assessment of any city in Canada. Though Longueuil is up-to-date in all municipal requirements it only has a total debt of \$400,000 which we might say is also a record in civic administration.

THE PERSONALITIES OF CITIES.

For there is an air about a city, and it has a way with it, whereby a man may recognize one from another at once.

There are cities full of happiness and cities full of pleasure, and cities full of gloom. There are cities with their faces to heaven, and some with their faces to earth; some have a way of looking at the past, and others look at the future; some notice you if you come among them, others glance at you, others let you go by.

Some love the cities that are their neighbors, others are dear to the plains and to the heath; some cities are bare to the wind, others have purple cloaks and others brown cloaks, and some are clad in white.

Some tell the old tale of their infancy, with others it is secret; some cities sing and some mutter, some are angry. And some have broken hearts, and each city has her way of greeting Time.—Lord Dunsany.

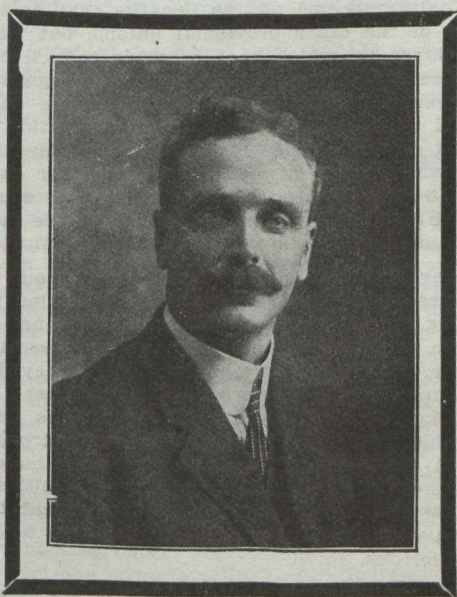
A New Form of Increment Tax

One of the difficulties of present day administration is to find an equitable means of assessment on vacant lots. There are within the area of every urban municipality in Canada thousands of vacant lots belonging to comparatively poor men, who not being in a position to build because of the cost, are nevertheless mulcted in taxes they cannot afford to pay. These lots, no doubt, were bought in the first instance, on monthly instalments, from real estate speculators who made excessive profits by booming up the prices which very soon brought about a correspondingly high assessment. The results have been Tax Sales throughout the country, particularly in the West. But these drastic measures have not solved the problem by any means. As a matter of fact the procedure has been a deterrent on private enterprise and has, in many cases, actually lowered the financial standing of the municipality. The difficulty is now to remedy the situation, and though many suggestions have been made, none so far have been forthcoming that will relieve the burden on the lot owners without affecting the finances of the municipality. A new suggestion comes from one of the suburban municipalities of Mon-

treil which while daring enough to be termed radical, inasmuch as its general adoption would mean a complete change in our general system of assessment, is worth serious consideration.

The scheme in short is that the municipality becomes a co-partner with the lot owners. That is, in consideration of being relieved of the present tax to the extent of, say, fifty per cent on none revenue producing land or lots, the owner on its sale or where it becomes revenue producing agrees to reimburse the municipality, with the amount of the accrued taxes together with half the profit made. The promoters maintain that by such a scheme the municipality gets its full share of the increased value and the present owners are relieved of a burden they cannot bear.

While the adoption of such a scheme would make our municipalities dealers in future land values, it must be remembered that during the last two decades they have in practice been actually doing this same thing without getting the benefit of the present increased values, other than increased taxes which have not always been paid. We hope in our February issue to publish the details of the Montreal scheme.



**THE LATE DEPUTY MINISTER PERRIE
OF ALBERTA**

In the death of Mr. John Perrie the Deputy Minister for Municipal Affairs in Alberta, municipal Canada has lost one of its best friends and the Province of Alberta a faithful servant. To epitomize the character of John Perrie in a sentence would be to say that he was a Christian gentleman. Essentially modest in his demeanour he had nevertheless a fund of municipal information, which was always at the disposal of those who asked for it. To sum up the late deputy minister's administration would be to say that he himself being the embodiment of common sense, he imbued his colleagues with the same virtue to the extent that his department was remarkably successful. In the larger field of Canadian municipal government Mr. Perrie's knowledge and experience were invaluable to those who at-

tend the annual conventions of the Union of Canadian Municipalities, and his articles which from time to time appeared in the columns of this Journal were always an inspiration to his readers. When the news of his death reached Montreal a convention of the new Union of Quebec Municipalities was being held. So far had the fame of Mr. Perrie spread and so well known were his estimable qualities that the French municipal executives though speaking another language to his own immediately passed a resolution sympathising with his family and the department of which he was the head. John Perrie has gone but his influence will be felt for a long time to come.

WATERWORKS FOR SMALL TOWN

Many of our moderate-sized communities have not availed themselves of the advantages and benefits of a public waterworks system. While some years ago only the larger cities could afford waterworks systems, modern progress has extended this privilege to the smaller towns and villages. The advantages of a common water supply with the convenience of tap water in each house, as against individual supply, need scarcely be pointed out. It is sanitary, convenient, cheaper in the long run, and greatly reduces the fire hazard. This last can be measured in dollars and cents in the reduction on insurance costs and consequent increase in value of property. Added to this, and perhaps of even greater value, is the assurance that the possibility of the entire town being destroyed by a conflagration has been immeasurably lessened.

That waterworks installations are not restricted to the large centres is plainly demonstrated in our own country. In our two larger provinces Ontario and Quebec, there are over 180 public water systems for communities of 2,000 population or less, and nearly one-half of these have a population under 1,000.—L. G. DENIS.

MUNICIPAL HOME RULE.

Some thirty years ago champions of municipal reform were pointing out what they believed to be the solution of the whole question of corruption and inefficiency in city government. They held that if we only elected the right man to office, ALL our ills would cease and all our civic problems would be solved.

City after city had its wave of "reform," only to lead, in most cases, to bitter disappointment. Careful observers of the "good-man" type of reform have long since discarded it as inadequate. Goodness alone is not enough: there must be skill, technique, training, in public administration.

Other remedies have from time to time been tried. One of the most trusted of these has been legislative action by the states. These enactments were usually restrictive—on the theory that maladministration can be prevented by law.

Looking to the legislatures for statutes designed to insure good city government has also proved futile. Indeed, this way instead of merely proving inadequate has been of positive detriment, for all the carefully designed checks have proved to be drags when officials tried to do a good job, and in almost every large American and Canadian city the best administrations have chafed under constitutional and statutory restrictions on the freedom of municipal action.

The arguments for home rule of cities are so numerous and so widely known that repetition is unnecessary.—Philadelphia Bureau of Municipal Research.

PAVEMENT HISTORY.

Primeval man needed no pavement. All primeval city had roads. As a matter of fact, main roads have been in existence from the prehistoric times; but pavements were not; they did not need them. From about one year 4000 B. C. we have indications that there were pavements. The pavements in those days consisted of laying stone, some of them quite large, either on their face or on the edge, as the spirit of the muse might happen to work out. They dug down in Egypt and found pavements which, corresponding to the time of construction, must have been about 400 B. C., and we find pavements in Rome and Carthage which date back to perhaps 600 B. C. And we hear of the great Appian Way built by Appian Claudius in about 300 B. C. The first pavement in Paris was put in about 1184 A. D. There is a big stretch of time in there. The fundamental reason was not so much the easy conveyance. It was the dirty, filthy condition of the roads. They had to get something to take care of the unsanitary condition, and so they must needs paved these highways with stone, so that they might clean them occasionally, or let the Good Man above with the beautiful thunder showers do the work.

London had its first pavement in 1583, back in Elizabethan times; and, strange as it might seem, there is a little interesting sidelight. At that same date there was passed a law regulating the number of carts in London to 420, because they did not want the city so congested.

Genoa, at the time Columbus discovered America (1492), had these paved highways, and also in Venezuela, and Peru pavements were in existence, from explorers' records, back in 1668.

We find the first pavement of America in Pemaquid, Me., constructed in 1625, and after that we find New York with Stone Street in 1656, and then Philadelphia in 1719.—

Common sense tells us that cement is necessary to concrete, for sand and stone without cement are but loose earth. Experience tells us that the more cement, the stronger and generally better is concrete. We know further that to make powdered cement of use, it must react chemically with water to form what may conveniently be described as a "liquid glue"; and that the concentration of this "glue"—the amount of cementing products carried in the mixing water—determines the value of the union between loose sand and stone. If, therefore, some of the cement is active, all might be active instead of remaining impotent, unless we, as users, plead circumstances as an excuse. And, if we do that, we acknowledge responsibility, for "circumstance" means literally just "standing around."

WHY EVERY MUNICIPAL COUNCIL IN QUEBEC SHOULD JOIN THE PROVINCIAL UNION

TO THE MAYORS AND COUNCILS
OF THE PROVINCE OF QUEBEC.

My Dear Confreres,

During the last decade our Province has made such phenomenal material progress that we have reached a standard of prosperity equal per capita to any other part of this continent. With this prosperity has come increased demands for better living conditions not only in the home but in the community, consequently our responsibilities as municipal executives have increased considerably.

The question then that each one of us must answer is, how are we to meet these new conditions and new responsibilities? I believe that the right answer will come through membership of l'Union des Municipalities de la Province de Quebec, a union formed by municipal men of this Province for the benefit of the municipal councils of this Province.

As you know all of the other provinces have municipal unions that have been, and are now, of inestimable value in helping each council to solve the many intricate questions that keep cropping up almost at every meeting. In addition by joining together in Unions our English speaking confreres have always been able to fight successfully for their municipal rights. They know by experience that in Union there is Strength.

In forming l'Union des Municipalities de la Province de Quebec we made up our minds to go further than our English speaking confreres, and in drafting the constitution we not only embodied all the benefits that accrue to the members of the other provincial unions, but we added a special clause by which each member council can obtain at no extra cost all the latest information regarding municipal government and in particular expert advice on municipal law, engineering and accounting, advice that most councils could not afford to pay for individually but for which many councils joined together can pay for easily. It follows then that the more local councils that join the Union the stronger position it will be in to secure the best advice for the members. Hence this letter.

My dear confreres, as the trustees for your respective committees I submit that in joining the Union you would be serving the best interests of the citizens, and I have no doubt you would be supported by them because they would feel more secure as householders when they knew that as a community they were having proper protection against improper privileges and franchises granted by other public bodies, and the support of a strong union in any fight they, through their council may have to make against their rights as citizens. They—the citizens—would also know that in any municipal improvement the council would have at its disposal the disinterested advice of the best authorities.

So why not join up with us. The fees are small and the returns that count many. What is more, each municipal council in joining the Union is not only securing special benefits for its own community but is likewise conferring a benefit on other communities.

Again let me remind my confreres that there is no individual council strong enough to fight successfully the big private corporations and interests when on a franchise grabbing campaign, but when many municipalities are joined together in one union such as l'Union des Municipalities de la Province de Quebec there is no private interest, nor combination of private interests strong enough to beat them. Let us all join together then for the great purpose of making the Municipal Union of this Province the strongest combination of communal interests in Canada. Then indeed will we be proud of our Province and of our civic institutions, and of ourselves.

Faithfully yours,

RÔSAIRE PRIEUR,

Mayor of Pointe-aux-Trembles.

Secretary of l'Union des Municipalities de la Province de Quebec

Is Milk Distribution a Municipal Function?

DORSEY W. HYDE, JR., Municipal Reference Librarian,
New York.

Surveys made by the New York Department of Health show that "out of twenty-two hundred families, each having at least two children under six years of age, fifty per cent had decreased the amount of milk used since the price had begun to increase."

John Stuart Mill has written: "When a business of real public importance can be carried on advantageously only upon so large a scale as to render the liberty of competition almost illusory, it is an unthrifty dispensation of the public resources that several costly sets of arrangements should be kept up for the purpose of rendering the community this one service." This principle undoubtedly applies in the case of the present-day duplication of effort in the distribution of milk to the family units in our various municipalities and many plain, "ordinary citizens" are asking themselves to-day why municipalization is not being urged upon our local legislators.

In the quotation given above the venerable economist stated the need for action when a certain condition was found to exist. As to the character of the action to be taken it was his opinion that the utility or service in question should either become a public function or should be entrusted to the care of a benevolently-inclined private monopoly. Taking the Mill quotation as a text, Mr. Irwin G. Jennings has written a doctorate thesis (Columbia University) entitled "A Study of the New York City Milk Problem," and this study has been published by the National Civic Federation for obvious purposes of propaganda. Mr. Jennings' monograph contains many facts and figures of interest but his conclusions do not appear to be the only logical result of his premises. His antagonism to the main point at issue is shown by his statement that, "the function of government is not business and those engaged in public life would do better in adhering to their proper functions."

Co-ordinated Deliveries by Agreement.

The reason for propaganda of the above sort is not difficult to ascertain, for war-time governmental "interference" was not wholly confined to such larger utilities as the steam railroads. For many years past transportation experts have pointed out the great reduction in prices which could be effected by a centralized system of milk distribution with the elimination of duplication in deliveries. The United States Food Administration was not entirely blind to these recommendations and an attempt was made to zone the city of San Francisco, and to restrict the number of companies distributing milk in each zone. Difficulties arose, however, and the plan was never carried out. The matter also came up in Chicago but the Federal Milk Commission discovered that its jurisdiction did not extend to questions of distribution.

The problem of milk distribution seems to have been accorded serious attention in Great Britain where the pressure of war-time hardship was much greater than in this country. In that country efforts similar to the San Francisco experiment were made in the endeavor to bring about effective co-operation among local milk distributors. Thus Mr. William Warburton, executive officer of the Bradford food control committee, reports "a scheme of block distribution adopted and put into operation by the milk retailers." But as to the effectiveness of the plan Mr. Warburton reports: "Milk has been diverted from one area in the city to another..... leaving large areas of population entirely without, and unduly improving the supplies of another..... the present scheme is breaking down, almost every milk retailer apparently being a law to himself. Streets are left without for days, when there is a shortage; there is little or no attempt to give a proportion to all their customers. The method appears to be to distribute what is available, sometimes in large quantities to those who happen to be at the commencement of the district. Changes are frequently made between milkmen, without the knowledge of the food office. Milk rounds are disposed of, sometimes to producers, who then transfer their milk from another retailer, and there have been cases where changes have resulted in the loss of supplies to the city."

Local Milk Control in England.

The possibility of troubles of the above order seems to have been foreseen by the government authorities, as clause 13, sections a and b of the Milk (winter prices) Order of 1918 authorized local food control committees, (subject to the concurrence of the food controller) to fix maximum retail prices for their districts, and in the event of refusal on the part of distributors to accept the prices so fixed, to make their own temporary arrangements for insuring distribution to consumers. In accordance with this ruling Mr. Warburton, in the above-mentioned report, appeals to the food controller for permission for the Bradford food control committee to take over the whole responsibility of local milk distribution.

Action similar to that at Bradford was taken soon after in the city of Sheffield. The local food control committee, which in the past had co-operated with the milk dealers, now came forward with a plan for municipalization in order "to increase the (milk) supply and improve the chaotic and unsatisfactory methods of distribution.

In making this recommendation the committee state that similar action has already been taken in other British communities. With the termination of the war the powers of the local food control committee ceased, and under "the present legal conditions" Sheffield lacks the power to undertake the distribution of milk. In view of this fact the committee have published a report in which they recommend "that the council should press upon parliament the necessity of passing a general statute conferring full enabling powers respecting the retail distribution of milk upon local authorities" and "that failing such legislation before November next, the council should apply for full powers, enabling them to undertake the retail distribution of milk in the city.

Nationalization of Wholesale Milk Trade.

Local activities of the above character have not been without their effect upon the leaders in the Government. Mr. McCurdy, speaking in parliament for the food controller last March, said that experiments of the above kind had occurred in "a comparatively small number of cases," but two months later we find Mr. Kennedy Jones in parliament asking whether the government were considering the nationalization of the wholesale trade in milk and what evidence had been, or was being collected, to justify such a step. In the reply to Mr. Jones it was stated that the ministry of food, the departments of agriculture and the local government board are exhaustively examining "the whole question of the desirability a permanent control over the wholesale trade in milk."

From the foregoing it will be seen that the question of centralized control or supervision of the milk supply and of its distribution is at last receiving the attention which it deserves in at least one of the great nations of to-day. With milk prices steadily mounting skyward in this country, and in the face of reports of augmented infant mortality statistics, it remains to be seen what action will be taken by the national, state and local governments of America.

CHIEF ELEMENTS IN HUMAN HAPPINESS.

- 1.—Physical health and energy.
- 2.—Mental health and power.
- 3.—Moral soundness.
- 4.—Physical comfort.
- 5.—Normal family life.
- 6.—Companionship.
- 7.—Recreation and relaxation.
- 8.—Congenial occupation.
- 9.—Self-expression; achievement.
- 10.—Self-respect and approval by others.
- 11.—Hope for the future.
- 12.—Education and culture.
- 13.—Spiritual vision and growth.
- 14.—Self-sacrifice and heroism.
- 15.—Happiness of others.

"Moths" and Pavements

J. E. Blanchard

Engineer in Charge of Roads for City of Montreal.

During the present year, which I may call "Good Roads Year" when everybody from the top to the foot of the social scale, from our most distinguished legislators to the humblest among us, do our utmost to thoroughly solve the problem of ameliorating our mean of communication, when there does not seem to be any contradiction to acknowledge the importance of this question, when everyone seeks to find the best methods for altering and protecting our pavements, there nevertheless exists a dangerous enemy which I wish to denounce: **MOTHS**.

I do not wish you to believe that I have made a scientific discovery and I am not talking about an insect; what I mean is simply a nefarious practice which I am constantly in position to deplore in my capacity of engineer in charge of roads for the City of Montreal, and which is usually designated under the name of "Cuts."

The "Moths" that Destroy the Pavements.

The "Cuts" are the excavations made into our streets which, similarly to moths in the clothes, transform the best pavements into patched up and sunken-in roadways, of inferior class, which must afterwards be maintained with considerable expense.

In Montreal, during the past few years, the quantity of cuts made by public utilities companies and the citizens have increased to such an extent that a special Bureau had to be organized to take charge of the issuing of permits, of the inspection, measuring, maintenance and repairs. This department which is under my control, has, during the past year, issued permits for 3,475 cuts which represent, for the various types of pavements, the following yardage:

Nature of Roadway	Number of permits	Square Yards	Amount of deposits
Earth	600	4772.37	\$ 7,158.70
Waterbound macadam	937	10062.82	25,161.47
Asphalt macadam	168	1062.08	3,752.20
Asphalt blocks	3	8.63	44.78
Concrete	53	646.82	2,751.65
Blocks	554	3181.65	23,895.69
Asphalt, Topeka, Bitulithic,	1160	5415.87	27,169.04
	3475	7151.96	\$89,953.75

representing 7,553.14 lineal feet, or a length of one mile and two fifths of a thirty foot wide roadway.

To prevent or at least diminish as much as possible the damages caused, we have adopted the three following measures:— laying all underground services before starting a permanent pavement; a severe regulation for the indispensable cuts; and forbiddance to make tunnels under pavements:

All Services Installed Before Laying Pavement.

1. Sixty days before starting the paving operations, notice is sent to the public utilities companies, and to the riparian proprietors, advising them that they must perform at once all works which would necessitate opening the streets, and if the time being expired, the interested parties have not complied to this notice, the city then undertakes the execution of the work required at their expense.

2. A severe regulation concerning cuts and a system of inspection, maintenance and repairing closely followed. In fact, no excavation can be made into our streets without an application containing the location and the probable dimensions of the cuts; this application must be made by the proprietor himself or by a duly authorized representative. The application having been found reasonable a permit is issued after payment of a deposit which varies

in amount according to the dimensions of the cut and the nature of the pavement which covers the street to be opened. The prices charged for the different pavements are as follows:

Type of Pavement	Price per square yard
Asphalt, Bitulithic, Hassamite, Topeka, on 6 inch foundation	\$ 5.00
Same on 9 inch foundation	\$ 5.00
Asphalt on 12 inch reinforced concrete	9.00
Asphalt macadam	5.00
Concrete	5.00
Cement on reinforced concrete	8.50
Granite, Scoria, Asphalt, Wood blocks and vetrified blocks on 6 inch foundation	7.50
Same on 9 inch foundation	8.50
Blocks on 6 inch foundation covered with a coat of Asphalt	9.00
Asphalt macadam (penetration method) Tavia and blocks asphalt without foundation	3.50
Concrete on 6 inch foundation	3.50
Waterbound macadam	2.50
Earth	1.50

Making Charges For Cuts

Credit is given of 5 cents for each block returned to the City. These prices may at first sight, seem to be rather high, but they are scarcely sufficient to cover the expense brought forth by these cuts, as will be demonstrated below. The proprietor having thus obtained his permit can then open the street, but at his own risks and peril, his responsibility ceasing only when the city accepts the filled up excavation. Notice being given to our office that the work is now completed, an inspector visits the cut, either accepts it, or has it filled up in a better way, and then measures it. Besides the actual dimensions of the cut, 6 inches on all sides are added to it, in order to allow us, when making repairs to support the foundation on solid soil. An invoice is then made and, as the case may be, the balance of the deposit is refunded or a supplementary amount is required, according as the amount deposited is or is not sufficient to cover the costs of repairs or others. It is from this instant that the work done by the city starts.

In order to facilitate the work, the city has been divided into four districts: East, North, Center and West, each of which are under the supervision of a foreman and an inspector. The inspector must examine, measure the cut and see that no cut is made without a permit; for this last part of his work, help is secured to him by the police force and all the employees of the Road Department, to whom the permits must be shown upon request.

Maintenance of Repairs to Cuts

The foreman looks after the maintenance and repairs: the maintenance is made by special gangs working the year round. In fact, in spite of the severity exercised in the acceptance of the filling up, there always develops depressions which would become dangerous if the level of the cut was not maintained to the same height of the surrounding pavement. The gangs in charge of the maintenance are composed of one laborer and one carter with a single rig containing the material required for this kind of work, viz. old asphalt, macadam rubble and earth. This maintenance on the same cut is kept on for periods varying from one to three months, according to the nature of the soil and the circulation of vehicles. The laborer must besides take note of the date and the hour of each visit made to each cut, of the state same was found to be in and the work which was done, so as to permit us, in case of accidents, to prove that there was no negligence on our part. I must say nevertheless, that since the adoption of this system on August 1st, 1918, there was only but one accident and this at the foot of a 10 per cent slope and on the morrow of a heavy and continuous three days' rain.

Nature and Cost of Repairs

The repairs consist in the widening of 6 inches out of

An address given by Mr. J. E. Blanchard, Engineer in charge of roads for City of Montreal, on December 16th, 1919, before the Union of Municipalities of the Province of Quebec, at its Congress held at the City Hall, Montreal.

Civic Responsibility for Public Welfare

By WILLIAM BENNETT MUNRO, Professor Municipal Law, Harvard University.

Many people say that we are passing through a social revolution. I say we have already passed through a great social revolution in our hearts and minds. The war is not the cause or result of it, but the war has hastened its conclusion. The day of the individualist and individual property rights has passed away forever in favor of the new ideal of community happiness and welfare. The community,—city, county, state and nation—must step in and take over a great many economic and humanitarian enterprises hithertofore conducted privately or not at all. Uncle Sam has assumed control of railroads, steamships and many other things and is now the biggest business man in the world, without competition. If you think we will ever go back to the individualist system, you have read the whole course of economic history falsely.

Government control will be supported by the millions of returned soldiers, for in the army they will become used to Uncle Sam's control, and will consider him a kind, loyal and thoughtful master. Government will become more humanitarian and grow to be more philanthropic, caring more than at present for the poor, oppressed and afflicted. Workmen's compensation is simply one example of the new community feeling, where the cost of caring for and replacing broken-down workers is added to the price of commodities produced, just as an additional charge is made for replacing worn-out machinery.

The movement of humanity is not in circles, as some people think, but the movement is in spiral form, in circles, but always upward and onward.

"MOTHS" AND PAVEMENTS (Continued)

cut, and vary according to the nature of the pavement. As regards the earth roadways, after sprinkling and tampering, stone is added. Waterbound macadam is entirely renewed. Concerning asphalt macadam and asphalt blocks, the foundation is renewed and the wearing surface is replaced by compressed asphalt. For the asphalt, Topeka, Bitulithic, the foundation is renewed, covered for a while with a piece of sheet-iron to allow the concrete to firmly set, and the wearing surface is laid in the usual manner.

As regards blocks, same are laid monolithic, i.e. placed directly upon the fresh concrete without a sand cushion, thereby allowing us to open the street to traffic more promptly.

The cost of this work is as follows for the different pavements:

Nature	\$ Foundation Levelling	\$ Wearing Surface	\$ Admin.	\$ Insp.
Asphalt	2.31	2.14	.1437	.2016
Blocks	2.31	4.42	.1437	.2016
Asphalt Macadam	0.92	2.14	.1437	.2016
Waterb	1.52	0.51	.1437	.2016
Earth	0.90		.1437	.2016

Nature	\$ Maint.	\$ Impn.	\$ Claims Legal Costs	\$ Total
Asphalt	.1172	.005	.0815	5.00
Blocks	.1172	.006	.3015	7.50
Asphalt Macadam	.1172	.006	.0315	3.56
Waterbound	.1172	.006	.0515	2.56
Earth	.1172	.006	.1315	1.50

As you may ascertain, the charges made for asphalt and waterbound macadams are insufficient, but this is only temporarily and will be shortly readjusted.

All Cuts must be Open Trench

3. All cuts must be made open trench. In fact, with cuts varying in depth from 3 to 4 feet and the enormous existing traffic, it is impossible to prevent the depressions which will develop sooner or later, and then, instead of having 2 or 3 yards of immediate repairs to do, there will be 100 yards three or four years later. I may here mention one example among a thousand others: In 1914, during the paving operations on Masson street, tunnelling was made for connecting a gully to the sewer and the filling up was with all possible care; this year, this tunnel has sunk in, causing \$500.00 worth of damages to gas services of the Montreal Light, Heat and Power Co.

Until now, and this is perhaps the most important part of the present study, on account of the objections of the public utilities companies and certain proprietors we have been unable to enforce this regulation, although charges are made open trench same as if the excavation was made,

but this cannot be complied with, and the lack of labor and materials puts us under the obligation to adjourn the breaking down of these tunnels and wait until they sink in before making any repairs.

This regulation also applies to sidewalks on which the same system is established with the following prices:

	Price per square yard
Cement and Asphalt	\$ 4.00
Flagston and Coal tar	3.00
Scoria Blocks without foundation	3.50
Scoria Blocks with foundation	7.50
Cement Blocks with foundation	2.50

Broken flags and cement blocks must be paid in addition at the market prices plus 20 per cent.

Earth	\$ 1.50
Curbstone	1.00

The actual cost of maintenance and repairs is as follows:

Nature of sidewalk	Excav. conc. & W. surf.	Admin.	Insp.	Main-tenance
Cement and Asphalt.	3.70	.1437	.2016	.1172
Flags and Coal tar	2.31	.1437	.2016	.1172
Scoria Blocks with foundation	6.73	.1437	.2016	.1172

Nature of sidewalk	Impns.	Miscellaneous	Total
Cement and Asphalt006		\$ 4.1685
Flags and Coal tar006	.2215	3.00
Scoria Blocks (with foundation)006	.3015	7.50

As in the case with the asphalt and waterbound macadams, you will note that the actual cost of the cement and asphalt sidewalks is higher than the price charged, and this will also be readjusted shortly.

The quantities are as follows:

Nature of Sidewalks	Quantity of Cuts	Area Square yards	Charges made
Cement and Asphalt	1440	4064.26	\$ 16,226.81
Flags and Coal tar	546	2104.61	6,307.32
Scoria Blocks (without foundation)	37	195.27	682.54
Scoria Blocks (with foundation)	32	202.12	1,516.09
New Flags	59		352.90
Earth	802	1509.65	2,264.10
	2916	8075.95	\$ 27,349.76

This represents a length of 10488.2 feet of sidewalk 7 feet wide, or a length of about 2 miles,

How the Housing Problem Has Been Solved in An American City

By Dr. W. J. DONALD, Secretary Niagara Falls (N. Y.)
Chamber of Commerce.

Dr Donald who is no stranger to our readers as more than one article from his pen have appeared in these columns, was until recently Professor of Economics in McMaster University, Toronto, and the following article is written for the benefit of those Canadian communities that have yet to solve their housing problems.

American and Canadian cities might well be classified as follows:

- a. Cities so dead that they have no housing problem.
- b. Cities so dead that they don't know that they have a housing problem.
- c. Cities that are doing nothing to solve the problem of which they are aware.
- d. Cities that are pinning their faith on one plan of solution.
- e. Cities that are studying the question and experimenting with more than one plan.

It is in the latter class that Niagara Falls belongs. Already two hundred and five Government houses have been constructed and are actually occupied, and a half million dollar mortgage corporation has been established and a housing survey carefully prepared.

The Decade Old Problem.

The Wartime housing shortage gave more than one community its first insight into the relation of housing to labor supply, labor turnover and industrial progress generally. The housing question began to be recognized as an economic as well as social question and shortly the energies and funds of manufacturers could be enlisted on the side of better housing.

For years Niagara Falls had been aware of the unsatisfactory condition of affairs on the East Side, especially in a small section called "Tunneltown." To her citizens housing was a moral and social problem and its industrial significance was not apparent. There was always more or less congestion ever since the beginning of modern electrical power development in the early nineties but to Niagarains it seemed merely a comfortable evidence of prosperity. People know that something should be done, but somehow they knew that it was better to do nothing than to increase congestion by merely tearing down undesirable buildings. Evidently it is not enough to control the housing situation negatively by setting minimum health standards. It seemed more important to deal with the problem constructively. A housing there had been however for two of three decades. The war merely stressed the issue and gave the impulse to action.

Thorough Study First.

When housing became an industrial problem it began to receive serious analytical attention. Niagara Falls is full of engineers, civil, electrical, mechanical and chemical. To engineers nothing would appear more natural than a "survey." The idea belongs to their profession—they live by it. The manufacturing chemists are too analytical and their experience too great to try experiments without first making a careful study of the question. They are not in the habit of putting chemicals into retorts just to see what will happen. Being manufacturing chemists they usually have some definite aim to achieve. Similarly they didn't decide to put dollars into houses until they knew what was needed. During the summer and autumn of 1917 a survey of the actual situation in Niagara Falls was conducted under the direction of the Niagara Falls Housing Committee. The survey proved that there was a shortage of about 2000 houses—enough to take care of about 10,000 people. Plans were laid for a housing corporation capable of building houses for rent and sale. The first plan was to build houses in three groups in sections of the city nearest to the industries.

Government Housing.

Early in 1918 it began to appear, however, that the Federal Government would adopt a war time housing policy. The manufacturers of Niagara Falls were among the anxious but ready waiters. A corporation had already been formed and nearly \$100,000 was tentatively subscribed. The manufacturers who had been ready to make progress alone were soon ready to go into partnership, with the Government. The Government too was favorable and final arrangements had almost been completed when suddenly the Housing Bureau decided that it would have no

partners. This was disappointing to Niagara Falls especially as it seemed that the key industries of Niagara Falls would not be considered. Persistent and courageous effort on the part of the Chamber of Commerce, organized during April of 1918, brought the project through to completion and two hundred and five Government houses were added to the industrial equipment of the growing city.

Adjusting Local Difficulties.

The process of carrying through the project was not without the difficulties. Once the Government had decided to spend its \$100,000,000 appropriation itself, the Housing Bureau was under the necessity of curtailing its operations and the project for Niagara Falls was again placed on a defensive.

Effective presentation of the claims of Niagara Falls became an art during the summer and autumn months of 1918. Detailed and technical statements of the actual situation and of the basic importance of Niagara Falls industries were prepared for the use of the Chamber of Commerce and its war work committees. That the arguments used were valid was proven by the fact that the U. S. Housing Corporation decided on a project of 400 houses for Niagara Falls. Too much cannot be said in favor of the men who gave their time, energy and money to the proper and effective presentation of the facts in favor of Government Houses for this war pressed city.

Local Opposition Eliminated.

Even during the war there was local opposition to the Government program. It came particularly from certain local architects, contractors and supply houses. Of course houses were not being built otherwise owing to the war time costs and the uncertainty of the situation, but it was difficult to convince business interests that such was the case and those which had bid on the housing contract felt particularly bitter on the issue of "local work for home people."

On two occasions this local opposition assumed such serious proportions and reached the ears of Washington so effectively that cancellation of the project seemed certain. Hurriedly called conferences of all elements and groups soon ironed out the difficulty and the whole city was lined up behind the project. The readiness of the opposition to support the project when they had learned the facts and the serious relation of the housing situation to labor shortage and consequently to the prosecution of the war, excited the admiration of many and merited the commendation of all. For once at least all of Niagara Falls seemed united in favor of a such needed project.

Local Cooperation Given.

Just before the signing of the Armistice the project was in jeopardy again owing to the lack of labor. Another conference of manufacturers analysed the difficulty and found the solution. The contractor had utterly failed to provide facilities for his labor. This became an acute question when autumn rains made the work very unattractive. A committee of manufacturers practically took charge of and reorganized the contractors employment department, provided the men with necessary equipment and called for volunteers throughout the plants. Men who had never been known to cooperate in anything before gained a new experience and the city demonstrated a new capacity for cooperation.

After the Armistice.

Indeed it was this cooperation afforded by the manufacturers which largely helped the project to weather the next storm. When the armistice was signed only one of the three parts of the housing project had been begun and it was less than seventy-five per cent complete. Congress soon began to attack the plans to continue the projects under way and many of them were abandoned in their early stages. Local opposition in Niagara Falls almost prevented the completion of that part of the housing project already started but the cooperation previously afforded encouraged the Housing Bureau to complete 205 houses

all of which are now occupied to the satisfaction of the tenants.

The Dwellings.

The dwelling are of five different styles, so arranged as
(Continued on Page 24)

PRESIDENT UNION OF MUNICIPALITIES OF QUEBEC.

For its first President the Union has secured a strong man in Mayor Beaubien, of Outremont. Essentially practical as a municipal executive and administrator he is at the same time sufficient of an idealist to place his sense of duty on a high plane. This he has demonstrated time and time again in the municipal life of the City of Outremont where he now occupies the position of chief magistrate. Largely interested in large business enterprises—too often an excuse for our business men to shake off their public responsibilities—Mayor Beaubien has nevertheless made time for many years to assist in the administration of his native community, first as an Alderman and then as Mayor. During this time he has seen Outremont rise from a village to the dignity of a city—from a suburb of green fields and old lanes to one of the most beautiful residential cities in Canada—and no one has done more to develop the community than has Mayor Beaubien himself, which largely accounts for the citizens keeping him in the mayoral chair, in spite of his efforts to retire.

Many men use municipal politics as a stepping stone to either provincial or federal politics. Not so Mayor Beaubien. He believes that the social and economic development of the nation must start with the community. In thus concentrating his energies on local administration Mr. Beaubien has become specially conversant with municipal questions—in fact has become an authority. He knows well the complexities of the many problems that beset civic administration to-day, and he knows how to handle many of them, as may be exemplified in his own city. Every question brought before him is at once analyzed by an acute mind with a determination to find the answer. Such in brief is the man who has accepted the task of steering the Quebec Union through the stream of difficulties that attend all new organizations to the waters of public confidence, and those who know Mayor Beaubien know that he will succeed.

CIVIC SPIRIT IN BUSINESS

A clever writer pointed out not long ago that one of the most interesting effects of the war upon the government of Great Britain was the introduction of business men and business methods into the national governmental organization. This country's experience in war-time Washington seems to have been very similar. However, we have not as yet seen any reference to recent changes in modern business methods due to the induction of municipal and civic executives into the commercial field.

The library has recently received a bulletin of a well-known motor truck concern announcing the creation of a new engineering service department to study the prospective truck buyer's needs, and to recommend the installation of one or more trucks only when an analysis shows that such installation will result in service improved and increased money profits."

It is a significant fact that the new transportation engineer referred to had formerly served as an engineer in various municipal undertakings and as the secretary of a civic organization in one of the larger American cities.—Dorsey W. Hyde, Jr., in the New York City Municipal Reference Library Notes.

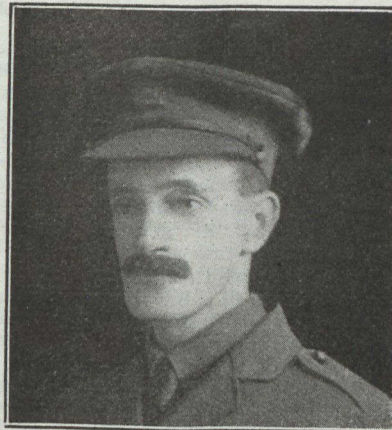
MARCH BREAST FORWARD.

One who never turned his back but marched breast forward,
Never doubted clouds would break,
Never dreamed though right were worsted, wrong would triumph,
Held we fall to rise, are baffled to fight better,
Sleep to wake.

—Browning, in the "Epilogue."

"Adequate relief means preventive measures in social service. It means giving to every child the chance for health, education, moral and industrial training, so that our future citizens may be equal to the great tasks which will be demanded of them. It means in the last analysis that we maintain American standards of living and labor at home, even as we are depending upon our brave men to uphold American standards abroad."—Esther de Turbeville, State Board of Charities and Corrections.

ANONYMOUS MUNICIPALITIES.



JOHN KIDMAN.

Taking a river trip from Montreal down to the mouth of the Gulf of St. Lawrence in the fall we passed a busy-looking industrial town, when the usual cry arose—"What place is this?" There were only a few passengers aboard—for it was a cargo vessel—and each of us had a different guess, and our curiosity was only satisfied after we had left it when one of the ship's officers came along. Yet only a short time before the writer had noticed that this same city was advertising itself in the press as a desirable centre for factories. Why then should it not at least indicate to passers-by what city their eyes fell upon? A big sky-sign would repay its cost over and over again in the publicity that the city would receive with the thousands of passengers going up and down the river.

The same argument applies to the whole country in relation to railways and highroads. In the United Kingdom the most effective advertising is done by the boards in fields on the edge of railways, for by the time that one has journeyed from London to Manchester, he has been confronted every half mile of the route with the fact that somebody's pills are good for the liver. In Canada it is extremely difficult to discover the name of a station, and it is safe to say that the average person who has done the trip between Montreal and Quebec on any one of the railways fail in a test as to the principal stations passed en route.

But the inconvenience is more felt with the motorist who approaches a small burg but does not meet anyone to enlighten him as to where he is. The men who have been overseas will recall how in France at the entrance to and exit from every town or village there was on the highroad a sign showing the name of the place and the distance to the next municipality. It is true that these signs are rather too small for the speeding motorist of to-day, but they were mostly erected before the advent of the automobile. Even the Hun with his usual method, was in the habit of putting up huge boards bearing the direction "Nach Albert" (To Albert) and so forth.

This use of publicity on the part of municipalities and of railways, in addition to proving a convenience and incidentally advertising the place, would serve to educate the public geographically. Next year the tide of immigration will begin to roll in. Why not let strangers know the names of places, for none more than the new arrival looks out of the railroad car window? One other great need in Canada, particularly in the railroad stations, is that of wall maps. In most countries such as France and Germany, there were to be found big maps on the walls in station waiting rooms, which could be studied by people as they awaited their trains. These should be in sections for this country, since no folder may possibly convey any geographical conception to the stranger, and generally the print is far too small to be read unless there is a previous acquaintance of the map.

It will well repay any publicity or information bureau of city or transportation corporation to avert the position of the man in the old coster song—"E duuno were'e are."

London, Ontario, which owns an electric railway twenty-five miles length, is reported to be making a profit of something over \$25,000 a year from the line. The population of the city is about 58,000.—New Jersey Municipalities.

Lot and Block Units for Moderate Priced Homes

ARTHUR COLEMAN COMEY.

It is to be assumed that in the normal case a proper layout of main streets and disposition of public grounds will permit the minor streets to be so arranged as to produce the optimum in block lengths and widths, the latter closely affecting lot depths. Lot widths on the other hand are not controlled to any large degree by other elements in the plan and may of course readily be changed at any subsequent time prior to development or actual sales without materially modifying its general relations.

The factors controlling the width of interior lots are on the one hand adequate width for the dwelling itself, light and air in its yards, and to a less degree passage for automobiles; on the other, the cost of utilities in the street, which rise rapidly as lot widths are increased and practically require the minimum adequate width to be the standard, if not the maximum as well, except as topography and other elements in the plan fix certain points and permit somewhat larger lots without increased expense. A house nearly square is the most economical, so that, except where under the spur of high land values lots have been plotted too narrow, the two room deep house is the usual type.

For detached houses 7 or 8 feet is the minimum side yard width to assure sufficient light and air at the first story as well as safety from fire. One side yard should be at least 10 feet wide to provide space to drive in an automobile. The square house is probably the widest that should normally be provided for. The six room house may be as small as 22 feet square, the 7 and 8 room types running up to 26 or 27 feet. 40 to 44 feet is the proper standard minimum lot width for detached houses. Unless 40 feet can be obtained semi-detached or row houses should be planned for.

For semi-detached houses 10 feet is none too wide a side yard for light and air as well as for the passage of automobiles. Such houses need not be over 23 ft. wide and are frequently not over 20 feet. 30 to 33 feet is the proper standard minimum lot width for semi-detached houses. In sections with moderate rentals it is proper to mix detached and semi-detached houses according to any scheme of grouping the city planner and architect may work out. Each pair of semi-detached houses requires one and a half lots of a size suitable for detached houses. In cases therefore where it is desirable to plat lots in advance of building, the 40 foot width, or better 44 feet, may be used as a standard minimum.

Three reasons prevent the advantageous mingling of row houses with the other two types: an alley is usually required behind the row houses, a considerable expense, which constitutes an unnecessary burden if incurred behind houses with side yards and therefore not dependent on alleys; the larger building units are apt to be out of scale with the other types, and in most cases the type of occupancy is different. The row of three houses placed at intersecting streets may be used with semi-detached and detached houses by adding to the rear yard of the middle house an extension 10 to 20 feet wide reaching the side street across the rear of the corner lot. The unit of three will require about two lots of the size for detached houses, and therefore fits into a scheme of 40 to 44 foot lots.

The row house attains practically its full economy with 5, 6, or 7 in a group. Above 9 the inordinate length of the row becomes unpleasant architecturally, and at the same time increase fire risk and steadily decreases ventilation in the block. Such relatively short groups obviously require special lotting. The lot widths for interior houses are controlled absolutely by the design of the house. To secure adequate light and air row houses should not be more than two rooms deep. The usual is one large room across the front and one or two smaller rooms at the back. 18 or 20 feet is the proper width for such a house. The end houses of rows may be put on lots 27 to 30 feet wide, so that two such end houses of adjacent groups require three of the lots designed for interior houses.

It is different to make a lotting scheme which will serve for both row houses and for semi-detached and detached houses. In cases where row houses are anticipated lotting should accompany the plan for grouping the dwellings instead of preceding it.

While it generally recognize that 50 feet is sufficient

distance for light and air between the fronts of small houses, and while this same distance is also a sufficient minimum between backs, in practice such shallow lots as these dimensions produce are seldom found necessary, owing to the fact that added lot depth does not correspondingly increase the cost of lots utilities. It is frontage that is expensive, and rear land must be considered to remain close to the acreage cost of raw land. This is a particularly important factor where topographical condition or irregular boundaries would involve considerable extra length of streets to produce but few more lots of standard depth, the alternative of fewer, deeper lots with much less street construction being much cheaper and involving only a slight loss in gross selling value.

On all except the main thoroughfares the needs of traffic are not sufficient to affect the distance between the fronts of houses. In detached house neighborhoods experience indicates that 20 foot front yards are not excessive. 15 feet is found suitable for semi-detached houses. For row houses 10 to 15 feet may usually be provided. A variation in set back not exceeding 5 feet usually adds to the attractiveness of the street. Unnecessary depth runs up the cost of service lines from the utilities that are placed in the street. If the street line were placed at the building line as in Washington, the utility lines might be run close to the houses, thereby saving considerable expenditure necessary under any of the present methods.

Moderate priced houses normally range from 18 to 32 feet in depth, the vast majority being from 20 to 30 feet deep, though certain designs for narrow semi-detached houses may require 34 to 35 feet. In the depth of rear yards even more variation occurs, both because their use varies and because it frequently proves to add so little to the cost to make them ample. For detached houses an ample garden space for a person working elsewhere during the day is 40 by 50 ft. If not so used this is still not too large for children's play.

On streets of ordinary width lots for detached houses should normally be planned 90 to 110 feet deep; for semi-detached houses, 80 to 100 feet, and for row houses 70 to 90 feet, including to the centre of alleys where introduced.

Where extreme land values do not preclude, a scheme of lots based on a standard minimum of 40 to 44 feet by 90 to 100 feet is proper. In extreme cases, where row houses are certain to come, lots as small as 16 to 18 feet by 70 feet may be necessary, but intermediate widths so common in most of our cities are not easily adapted to modern housing standards.

The best size for corner lots in cases where practically all the houses are to face one set of roughly parallel streets may be fixed as ranging from the same width to 5 ft. wider than corresponding interior lots, and approximately the same depth. With houses fronting on all streets, to secure the maximum salable frontage and the least interruption to the architectural motive along each street and around the corner, the corner lot is best made approximately square. It should be equal in area to the corresponding interior lots. A somewhat large square corner lot may be cut diagonally in two and a pair of semi-detached houses set across it, though this expedient is not always pleasant. It is not apt to be a good plan to attempt to crowd houses at a street intersection and still give sufficient square feet of rear yard space by violent skewing or irregularity in lot boundaries. Acute interior lot corners should be particularly avoided. Lot lines should usually be run back at least 40 feet, to a point not less than 5 feet behind the house, approximately at right angles to the street.

Block widths are normally twice lot depths, though many irregular blocks are bound to be platted, especially in layouts on rough or peculiarly shaped land, to economize in construction cost and in land used for streets.

Block lengths are controlled by the needs of traffic, both vehicular and pedestrian, and by factors of safety. Experience shows that in residential areas blocks 600 to 700 feet long cause little dissatisfaction. Shorter blocks are wasteful of land in cross streets. Blocks longer than 800 feet are found to cause undue detours in going from one side to the other. This is more noticeable in the case

(Continued on page 19).

Philadelphia Has a New Charter

CLINTON ROGERS WOODRUFF.

1854, 1886, 1919. These three dates stand out conspicuously in the history of Philadelphia's Municipal Government. In 1854 the Legislature consolidated the old City of Philadelphia (as laid out by William Penn) and the County and made them one geographically, but not governmentally. That is a task still to be done. In 1885 the Bullitt bill was passed, accomplishing administrative reforms of a far-reaching character and lasting importance. And now we have another Charter giving the city a modern legislative body, and embodying many other improvements of great present and future usefulness.

Thirty-one years elapsed between the first and second Thirty-four between the second and third. Will another equally long period elapse between the present and the next step forward? I do not think so, for the spirit of progress is abroad in the city and the urge of modern condi-

tions is upon us—but these dates temper one's prophecy. Philadelphia does not change her methods and practices with feverish haste, but her changes usually last and there is a minimum of see-saw in her governmental development.

The big achievement of the new Charter—which by the way is a concise document of 23282 words and a model of admirable draughtsmanship—is the small Council of approximately 21 in place of the great double chambered Council of 48 Select Councilmen—select in title only—and 98 Common Councilmen, a total of 146 making it the largest Municipal Council in the country, if not in the world. This new body, the members of which are to receive a living wage in the shape of an annual salary of \$5000 (the present Councilmen serve without pay—from the city) is to be elected every four years. The State Senatorial districts have been made the basis of representation. There are eight of these and **only eight** under the present constitution and they are as nearly homogeneous and compact as it is possible to make political sub-divisions.

We will have a South Philadelphia district; a West Philadelphia one; a Northeastern district; a Central district; a Germantown district and so on through the list with substantially similar needs and composition. There will be at least one Councilman for each district and one additional Councilman for each 20,000 assessed voters. It is because of this proviso that I spoke of "approximately 21", because a careful revision of the list of assessed voters may bring the number down to 18 or 19. So as to keep the Council small, and as a recognition of coming events, the Charter contains an interesting provision that "if at any time hereafter the women of the Commonwealth shall be given the right to vote, the unit of representation shall be 40,000 assessed voters instead of 20,000, so that the Council shall continue to be composed of twenty-one members."

One of the arguments most frequently urged for a small, compact municipal legislature has been the facilities it affords the voter to understand his government and run it directly without the intervention of a great corps of practical politicians. As I frequently said while advocating this charter before the people of Philadelphia, such a body constitutes a form of representative government which the voters themselves can handle with a minimum of political organization, and my gratification can be easily imagined when I read that Congressman Vare, one of the two brothers at present controlling the political organization in Philadelphia, declared before the Young Republicans "Abolish Councils and you lose your trained politicians. And if that happens where will we ever get a candidate for Mayor." Certainly our experience with Mayors has been such as to contemplate such a possibility with a considerable amount of equanimity.

This new provision, then, represents the embodiment of the representative district, the substitution of an effective instrument for a clumsy one and the establishment of a legislative body that will in time become not only a real policy determining body, but the basis of a city administrator form of government. I hesitate to use the term City Manager for that might be too considerable of a jolt. It is inevitable though that development of public opinion along those lines is in order.

For a generation dual office holding has been the corner stone of "organization" control of the Council and a curse and an obstacle of great resistance to forward movements. Hereafter no person may hold the office of councilman while holding any other office, position or employ-

ment of profit under the city, county or state and no Councilman shall be eligible to any office under the city during the term for which he shall have been elected. This will mean much in the way of political freedom, for councilmen will no longer be compelled to serve two masters.

Coupled with this prohibition of dual office holding is a modern civil service chapter introducing up-to-date methods of selecting public employes on a basis of merit administered by a commission elected by the council 21 instead of appointed by the mayor, who is the chief appointing power in the city and who should not be in a position to control or overrule those whose duty it is to serve as a check on his excesses or manipulation.

Political activity of any kind and payment of political contributions by policemen and firemen are made misdemeanors punishable by fine and imprisonment and those convicted of such practices are debarred from office holding for a period of two years. Moreover, any taxpayer may bring proceedings to have the employment of the offender declared illegal and to restrain payment of compensation to him, a tremendous lever for the effective enforcement of the law.

As originally introduced the charter bill made political activity on the part of any city or county employe punishable not only by dismissal, but also by fine and imprisonment; and the enforcement of this provisions was strengthened by giving any taxpayer the right to go into court and by writ of mandamus to compel dismissal. Under the new charter only police-men and firemen engaging in political activity are punishable by fine and imprisonment and may be dismissed by taxpayer's action. The sole punishment of other city employes is dismissal from the service, but is not made enforceable by a taxpayer's action.

These provisions however represent long steps forward and while there are those who wanted all officeholders placed in the same category, the most dangerous, the confirmed element—the police and the fire—are taken completely out of politics. This again represents the triumph of a generation's effort. The significance of the gain is fully appreciated when one recalls the notorious Fifth Ward scandal of 1917, where gunmen imported from New York operated under police protection to carry a ward and succeeded in murdering a policeman who was courageously trying to do his duty. For years one of the chief obligations laid upon a Philadelphia policeman has been to serve his political sponsors.

And, as The North American, in commenting on this liberating feature of the new Charter, said "The criminal classes and large number of the foreign-born population have been voted under police control, being corrupted by grants of immunity from prosecution for lawbreaking or coerced by threats of punishment. The murderous political outrages perpetrated in the fifth ward in September, 1917, when an uncorrupted policeman was killed and public officials were assaulted by imported gunmen, aroused a

(Continued on page 22.)

LOT AND BLOCK UNITS FOR MODERATE PRICED HOMES.

(Continued from page 18.)

of foot traffic than the modern automobile. Inasmuch as adequate footways require but one-sixth the space of cross streets and even less construction cost their use midway across blocks of lengths up to 1200 feet is permissible, particularly in districts with steep slopes making connecting streets expensive. In areas designed with deep courts and blind streets only partially cutting up the blocks, if each such court and street has a path leading from it across the block most of its disadvantages will disappear, though it will still be less easily policed or protected in case of fire than regular blocks.

While variation to the ordinary block and lot system which do not easily conform to rule have hitherto seldom been laid out, the increased attractiveness attending their use in a reasonable number of instances demands that the opportunity be not closed by rigid standards. As they are apt to be integral parts of the group designs for the actual houses their layout cannot be determined until the building program is adopted. Where interesting variation are not anticipated the minimum standard of blocks 180 to 200 feet by 600 to 800 feet, with lots 43 to 44 feet wide, is more apt than any other to be adapted to the future needs of the neighborhood.

Some Gains in Toronto's Financial Administration 1914-18

The Toronto Bureau of Municipal Research is an analysis of Toronto's financial administration for four years gives very tangible evidence in favour of municipal efficiency. In the case of Toronto this has been brought about by securing as heads of departments, and the financial department in particular, the best qualified men possible; as the following statement shows:—

"The following comparisons serve to illustrate some of the gains made in methods of financial administration in Toronto during the past five years.

If Toronto is to maintain her present high credit and, at the same time, finance the huge undertakings facing her in the near future, the fullest measure of support must be given to sound financial methods.

1914

BONDED DEBT.

1918

Amount of unnegotiated debentures: \$11,328,792.25

Amount of unnegotiated debentures: \$650,000. (These we sold in January, 1919).

No Toronto debentures issued were of the instalment type.

All debentures issued were of the instalment type.

Increase in gross debt of the city: \$14,131,287.

Increase in gross debt of the city: \$3,792,719.

Increase in city's net debt: \$12,252,404.

Increase in city's net debt: \$1,941,135.

Annual debt charges (met directly by revenue from general taxation) increased by \$459,582.

These annual debt charges increased by \$50,915.

MAKING THE REVENUE AND EXPENDITURE YEARS OF THE CITY MORE NEARLY COINCIDE.

Yearly estimates adopted by Council: April 20th.

Yearly estimate adopted by Council: April 4th.

First instalment of taxes payable: July 25th.

First instalment of taxes payable: June 14th.

Amount paid for interest on Temporary Loans, etc, not procurable for 1914, but in 1916 this was \$262,000.

Amount paid for interest on Temporary Loans, etc., \$85,799.

COLLECTION OF TAXES

Tax rolls outstanding for six years.

Only two years' tax rolls outstanding.

5% was added to tax bills after last instalment was payable, but no further charge could be levied until tax rolls were closed (sometimes not until after six years) when compound interest at 5% was charged.

5% was added to each instalment when overdue and, in addition, interest at the rate of 6% per annum charged.

GENERAL

1914 ended with an operating deficit of \$1,041,599.

1918 ended with a surplus of \$987,582.84.

NOTE—Where definite amounts are given, the date are as of December 31st

FINANCIAL REPORTING

In the period of 1914-1918, the yearly financial reports have been revised, and vastly improved.

The introduction to the Estimates for 1918 gave a comprehensive, readable story of the activities of the city and the cost of carrying them on, with suggested future policies. This was not done to a sufficient extent in 1914.

The Estimates for 1918, in addition to the estimated expenditures as set forth in 1914, contained—in two parallel columns—the estimated and actual expenditure for the year previous for each item, making comparison possible.

The Debt Charges were also analysed under the various city activities and the sinking fund and interest charges given in detail for each.

In the 1918 Estimates, two departments presented their estimated itemized expenditure according to work to be done and things to be purchased. If all departments did this, according to a definite plan, it would be possible to analyze the totals according to general functions and objects of expenditure.

Improvements in financial administration are only possible when the far-sighted policies of expert administrators receive the support of the elected representatives.

QUEBEC TAKES LEAD IN GARDEN SUBURBS

Provincial Government will Spend Federal Grant in Promoting Building along Modern Lines

The declared housing policy of the Quebec Government is to spend its apportionment of the Federal loan in the promotion of garden suburb and garden village development, which indicates that Quebec will lead the way in Canada in this important social movement. By this method of procedure, large blocks of suburban and country land can be bought at low figures and thus the greatest obstacle to cheap and better housing is removed.

The Sherbrooke Housing Company has acquired a beautiful site of 51 acres, with about 1,500 feet frontage on the Magog river for the sum of \$51,000. The movement illustrates a fine spirit of cooperation among government authorities, manufacturers and citizens. The Connecticut Cotton Mills Co., situated at Sherbrooke, have already experimented at their home plant, at Danielson, Conn., in garden village housing and have been so satisfied with the results that they have offered to extend their plant at Sherbrooke at a cost of \$2,000,000 on condition that the city of Sherbrooke will co-operate with them in the model housing of the workers. Sherbrooke has responded.

ed. The Quebec Government, on the advice of Dr. Nadeau, Housing Director, came forward with a loan of \$500,000 and Mr. F. G. Todd, their town planning adviser, has laid out the site on modern lines. Ten houses have already been completed and the return of the building season will witness great activity at the garden suburb of Sherbrooke.

Other garden suburb projects in the province of Quebec include a scheme for the workers of the Riordon Pulp and Paper Co. at Kipawa, the town plan of which has been prepared by Mr. Thomas Adams and where 46 houses have already been completed, a small model development at Ste Anne de Bellevue, for the employees of the Garden City Press Co., a garden suburb intended to house about 200 families in the vicinity of Hull and a project for a Confederation Garden Suburb for Quebec city that will involve the expenditure of \$1,275,000 and will house 500 families—Alfred Buckley.

WINTER FIRE PROTECTION

Winter fires in barns, stables or outhouses are usually caused by the knocking over or explosion of kerosene lamps or lanterns. Keep a few pails of dry sand on hand. Dry sand will not freeze. In the incipient stages of an oil fire, sand will smother, whereas water will spread it.



A Group of Delegates Who Attended the First Convention of the Union of Municipalities of the Province of Quebec.

Philadelphia has a new Charter. (Continued.)

public sentiment which demanded a sweeping away of the atrocious system."

Philadelphia is now in a position where she can depend upon her policemen to do police work and leave politics alone. Ditto as to firemen. Thus the power and psychology of uniformed office holder bids fair to become a thing of the past. In passing it is interesting to point out that the same legislature which gave the city this large measure of relief and improvement, gave the district attorney the power to employ his own detective force. The significance of this lies in the fact that the police department under political control has frequently been an obstacle rather than an aid in the detection and punishment of crime especially political crime.

For a full generation Philadelphia has had "contractor rule" or "rule by contractors" as one may choose to put it. The same set of men gotten the contracts and have been potential in selecting those who had supervision of them. Certainly a nice arrangement—for the contractors who seem to have profited greatly by the arrangement, both politically and in fine houses and fine raiment and in substantial bank accounts. During the mayoralty campaign (that of 1911) the *Philadelphia Record* declared that one of the contractor bosses was worth at least three millions of dollars and I do not recall that the Editor has withdrawn the statement.

Philadelphia of all the large cities of the country has been allowing contractors, to clean its streets and remove its wastes of various kinds. Hereafter the city shall do these things except in special cases when a majority of all the members elected to the Council, with the approval of the mayor, may authorize and direct otherwise. This great change in public policy is to be borne in mind when reading the praises of the spokesmen of the Vares, when they realized that they could not defeat the Charter. It represents study in political opportunism. State Senator Vare resorted to every known political expedient to defeat the measure. Delay, objurgation, chicanery, wire-pulling and so on through the whole long list of twisting and turning to which designing political resort—but all to no avail and then their floor leader—one John R. K. Scott, praised the bill and Governor Sproule, who had steadfastly stood by it from the beginning.

Here is one interview with Senator Vare which is illuminating in more ways than one, and interesting, although lacking the pungency that seasoned the utterances of George Washington, Plunkett and Richard Croker. After declaring the measure ridiculous he said:—

"If the new Council wanted the city to do its own work how could it get ready in the middle of the summer?

It will take at least a year to raise the necessary funds to finance such a big enterprise. Plants and equipment will cost the city between \$5,000,000 and \$10,000,000.

"If the charter revisionists had their way, the city would face a situation whereby the job of doing its own street cleaning would be forced upon it with no funds available to carry it out.

"It would be foolish to change the office of Director of Supplies to that of purchasing agent when the department is to remain unchanged. What is there in a title alone?

Everybody had agreed on a Council of twenty-one members at the suggestion of the administration. Without any excuse whatever. Whinston and his friends broke faith and fixed the number at twenty-seven just for the purpose of gaining a fractional advantage.

"The proposal to deprive men of their constitutional rights by prohibiting them from taking any interest in party affairs simply because they hold office under the city is asinine.

"Their rights should be guarded and protected under the constitution the same as those of any other citizen who has interest enough in the affairs of his own city to want to have some say in its government.

"I want to take this opportunity to warn the taxpayers that the taxes will go sky-high, under this bill prepared by impractical people if it should happen to become a law.

"Every person who has had anything to do with the bill will be ashamed of it and trying to run away from it within six months after it is in operation."

The Contractors presented the interesting feature of having certain of its adherents praise the measure (and all of them, with two exceptions voting for it on final

passage) and certain others finding mare's nests in the bill. When the "devil was sick" and all the rest of the doggerel was aptly illustrated.

The chapter on finance effects important and far-reaching reforms. It provides that the mayor shall submit to the Council by October 15th a financial statement showing the estimated receipts, fixed liabilities and proposed expenditures of the city for the ensuing year. The council is required to consider the mayor's statement in open session and by December 15th to pass an ordinance setting forth the financial program for the ensuing year, and at the same time to fix a rate that will produce sufficient funds, together with the funds from other sources, to pay all the fixed liabilities and the current expenditures set forth in the Council's financial program for the ensuing year. The Council required to keep the expenditures of the city within the limits so fixed. Other provisions of the bill prohibiting the city from borrowing money on long-term bonds for current expenses, greatly reduce the mandamus evil and codify and greatly simplify the procedure for incurring indebtedness. Certain accounting reforms that were urged in the original draft were withdrawn by the Committee after objection to their being too technical. The bill, however, gives the city controller entire charge of the accounts of all the city departments and this makes a real unified accounting system possible.

Under the old law the more distinctly social welfare activities of the city are scattered among various departments and boards. The bureau of correction in the department of public safety has control of the house of correction at Holmesburg; the bureau of charities, of the department of public health and charities, manages the general hospital and almshouse; the board of recreation has charge of playgrounds and other recreational activities. Under the new charter all these activities are to be placed under a department of public welfare. This department may be authorized by council to take over other welfare activities also. The creation of this department is in line with modern practice in many cities, notably Kansas City and Dayton. In all of these cities very beneficial results have followed the establishment of welfare departments. The creation of the department of public welfare left the bureau of health as the only bureau in the present department of public health and charities. The bureau is a very large one, containing several divisions—medical inspection, housing and sanitation, dispensaries, vital statistics, child hygiene, food inspection laboratories, and contagious disease hospitals—and is of sufficient importance to be a separate department. The bill accomplished this, at the same time abolishing the present department of public health and charities.

It remained, however, for Senator Vare to point out the iniquity! of such a management. In an interview he said "the charter bill notwithstanding some corrections made by Governor Sproul is still ridiculous. Picture the paupers in the county almshouses and the children in our public playgrounds associated under one department."

Some other features included the shortening of the ballot, by making the city's law officer (the city solicitor) an appointive, rather than an elective one; the creation of a purchasing agent in place of the present Department of Supplies, and provision for a city architect to take over all the routine architectural work of the city. The more important architectural jobs may, however, be handled by outside architects specially chosen by the city architect with the approval of the mayor. Besides co-ordinating a highly specialized part of the city's work now widely scattered among the department, this arrangement will undoubtedly effect a considerable saving in money.

Whence this admirable charter, about 90 per cent of which became a law in the shape in which it was originally drafted? Two years a Charter Committee prepared a series of bills to accomplish the reforms embodied in the Law of 1919. There were nearly a score of them and represented close study, hard work, and a very long step forward—but they fell by the wayside. In fact they did not even get out of the Committee. Senator Vare was "very much on the job" and had a friendly, not to say a docile governor in the Executive Mansion. Senator Penrose was kept in Washington because of the War situation and so Senator Vare took the first set 6-0.

He does not understand the progressive and never will. He's as defective in his psychology as the Prussian after whom he undoubtedly follows in his methods. The charter revisionists were merely delayed in their efforts—not de-

Philadelphia has a new Charter. (Continued.)

feated. They renewed their work last autumn, got the new Governor, William G. Sproul, interested, and kept him interested to the end. The new movement was inaugurated at a great charter dinner last December. 900 men and women were present—among them Governor-elect Sproul and his Attorney-General, William I. Shaffer. From that dinner until the signing of the bill, he took a leading part and it was due to his interest, activity and forcefulness that Philadelphia has a charter that may properly and conservatively be regarded as a most substantial contribution to the better government of the third American city.

The Charter Committee carried out its idea of a single measure which would be a codification of the Bullitt Bill and its amendments with such changes as have been noted and many other of a less conspicuous character necessary for the easy running of the city's machinery. The Committee not only drafted the measure, but actively advocated it throughout the city and state, on the stump, in the press, by pamphlet, in the legislative halls, everywhere that an audience could be gathered and although the Charter revisionists only had 10 votes out of 41 in the Philadelphia delegation to the House of Representatives and one out of the eight senators from the city, they broke legislative precedent and secured the passage of the bill by an overwhelming vote and finally by a practically unanimous vote. When the Vares saw the handwriting on the wall during a series of best votes, they made virtue of a necessity and "turned in."

There is no doubt among those most closely in touch with the situation that United States Senator Boies Penrose was the greatest single factor in securing the passage of the bill. He brought the weight of his personal influence and of the state organization to bear at critical times. It is only fair to say that without his personal help the measure would have foundered on the rocks. There are those who feel that his interest was primarily a political one—but as I have said on another occasion such overlook the fact that he is a long time student of city government and that he has long cherished a desire to give to his native city a charter worthy of the city's need and opportunities. So active has he been in recent years in federal affairs and state politics that his fellow townsmen forget that his first contribution as a publicist was an account of the government of the city of Philadelphia, which he prepared in conjunction with his then partner (the late Edward P. Allison) for the John Hopkins University series. This book, a model of concise and accurate statement, remains to this day as the most satisfactory statement of Philadelphia's government from the early days of the enactment of the Bullitt Bill. It is to be hoped that this interesting and important publication will be brought up to date so as to include this new charter, which bears the name of Senator Woodward who introduced it into the Senate and was its sponsor through the Legislature.

Those who are in the confidence of Senator Pensore feel, I am told, that he is not through with his efforts to improve Philadelphia's governmental machinery and that he is studying other ways and means of giving Philadelphia the most modern and up-to-date form of government which can be devised. He feels, I believe, like many others who have given the situation their serious consideration, that the present charter, while it represents a long step forward, is only a step forward and by no means the last word. The Mayor is still too powerful as an appointing officer and it is out of keeping with modern efficiency methods to make the chief executive of a great corporation subject to the winds and whimsies of politics. When public sentiment is ready for the next step (and we must not overlook the fact that sound public sentiment is leisurely in its development), it will be in the direction of a chief administrator chosen by the Council. On several occasions the senior senator has spoken along these lines and it is to be hoped that he will be sufficiently free of other obligations in the near future to give the weight of his personal influence to the active advocacy of these views.

Accompanying the Charter bills were a series of electoral reform measures designed to curtail the power of organization control in Philadelphia. Among them was one giving effect to the marking of the ballot so that the voter who marked a straight ticket and a candidate in some other column will have his vote for that candidate counted. Certainly a fair and proper thing to do. Another re-

vised the registration law and opened the door to the re-organization of the Philadelphia board which had become a mere appendix of the Vares organization.

By and large Philadelphia has a chance to accomplish a large measure of improvement through these newly devised instruments, which in themselves while carefully and efficiently drawn, will accomplish but little without citizen activity and cooperation.—Clinton Rogers Woodruff.

IDLE PITY GIVING WAY TO PRACTICAL EFFORT ON BEHALF OF CANADA'S SIX THOUSAND BLIND.

You have doubtless been interested in what you have read or heard regarding the progress of a national effort on behalf of the blind of Canada.

Do you realize just what this effort means?

Here are some of the things that are being done:

Industrial training and employment is being provided for the blind in centres established in Halifax, Toronto, Winnipeg and Vancouver.

Useful handicrafts and the reading and writing of embossed characters are taught in the homes of those blind people who for various reasons are unable to take training at one of the regular centres.

The product of the home-workers is bought and sold.

Personal contact is established with recently-blinded persons, and with cases which are sometimes so old that they become new in a very real sense. This work is done by an experienced Field Agent.

Books, magazines, and music in embossed types are circulated free to the blind of Canada. The monthly average circulation of books, etc., is close to eight hundred. The Institute also arranges for the transcription of music for any of its members at cost-price.

An active publicity propaganda dealing with various dangers to which the eye is subject is carried on, and this is followed up with personal work, looking to the larger co-operation of medical men and nurses, employers of labor Boards of Education, etc., in the vital matter of preventing blindness.

A residence and training-centre, "Pearson Hall," has been provided where blind soldiers may find congenial conditions while taking vocational instruction. In this connection it may be interesting to know that the Institute has entered into an agreement with the Department of Soldiers' Civil Re-Establishment, under which the Institute has established an after care department for Canadian Soldiers blinded in the war.

There are other things, but they may all be summed up by saying that the Institute endeavors in every practical way to advance the interests of the blind and to ameliorate the conditions under which they live.

Will you aid in supplying the most vital need of this work?

Then mail your cheque to the Canadian National Institute for the Blind, 36 King St. East, Toronto, Ont.

PUBLIC FIRE ALARM SYSTEMS

The extent of any fire in a protected community depends upon the promptness with which the fire-extinguishing appliances are brought into operation. The fire alarm system of a city or town ought, therefore, to be as nearly perfect as money and skill can make it. A deficient fire alarm system constitutes a general hazard. It may be tolerated when re-construction would involve a heavy outlay, but a community is dealing with the whole question of fire protection from the wrong end when extinguishing apparatus is purchased at the expense of the alarm system. Three minutes after a fire has broken out a pail of water would usually be sufficient to subdue it. With ten minutes uninterrupted start, a fire may need a quarter of a million dollars worth of apparatus and an army of men before it can be controlled. An obsolete fire alarm system is the crudest form of economy.—J. Grove Smith.

The International Garden Cities and Town Planning Conference will take place at the Daily Mail Ideal Homes Exhibition, Olympia, London, S.W., on February 16th, 17th and 18th, the programme including:

"The new Problems in Town Planning;

"The Governmental Problems, national and local, in the development of Garden Cities."

"Housing Organization and Finance."

"The Reconstruction of the War-Devastated Areas."

HOW THE HOUSING PROBLEM HAS BEEN SOLVED IN AN AMERICAN CITY.

(Continued from page 16.)

to give an effect of variety. The two family houses are of different types. One has living rooms and kitchen on the ground floor and three bed rooms and a bath on the second; the other has living room, dining room and kitchen on the first floor and two bedrooms and a bath on the second. They both have front and rear porches, are heated by hot air furnaces and have laundry tubs in the basements and ranges in the kitchen. Rental \$24.00 per month.

Some of the four family houses have no basements, but have furnaces which are fed from the kitchen. There is a living room in front the width of the house, and a store room with a coal bin in the rear of the kitchen. The end houses have two bedrooms on the second floor with a bath and store room on the third, and the center houses have two bedrooms on the second floor and two bedrooms and a bath on the third. All have front porches. The four rooms will rent for \$17.00 and six rooms \$20.00 per month.

The other four family houses have furnaces and laundries in the basements, the end houses have a living room, dining room, and kitchen on the first floor, with two bedrooms on the second floor and a bath in the attic. The center houses of this type have the living rooms and kitchen on the first floor, two bedrooms on the second and two bedrooms and a bath on the third. They also have front and rear porches. The four rooms will rent for \$23.00 and the six rooms for \$23.00 per month.

Others are four family houses having furnace, laundry tubs in cellar. The end houses have a living room and kitchen on the ground floor, two bedrooms and bath and store room half flight of stairs up, rent \$19.00 per month. The center houses of this type contain cellar, two rooms on first floor, two on second and 2 bedrooms with bath on third floor. Front porches and rent \$22.00 per month.

The six family houses have no basements and are heated by stoves. The living rooms and kitchens open into each other without doors. The end houses have two bedrooms on the second floor with bath and store room on the third, rental of \$14.00 per month. The center houses have two bedrooms on both the second and third floors and a bath on the third at a rental of \$17.00 per month.

These houses are all finished in stucco and are lighted by electricity. They are all built back from the street and have deep rear yards to an alley.

One of the features of the development is the arrangement of two large plots of land in the centers of the lots between 23rd and 24th Streets and 24th and 25th Streets which are to be allotted to the tenants of the houses for gardens.

Wholesale House Building.

Solving the housing problem had thus far been marked by the tendency to build houses wholesale. This policy had certain definite advantages:

First. It meets the emergency promptly. It gets houses in the shortest possible time. It does not wait for a buyer or for saving. It considers no interest except the need for more houses at once.

Second. It does not complicate the situation by introducing the desire to have workmen own their own homes. Many workmen do not wish to own homes, many cannot, many could but don't manage to do it. Some do own their homes but the desire to have workmen own their homes is a very weak basis on which to found an effective solution of the housing problem.

Third. It permits the community to plan a housing project comprehensively so as to provide the maximum of the amenities of life-parks, playgrounds, community buildings, adequate and proper planting, adequate but not too expensive traffic ways and generally good architectural effect.

Fourth. It permits a saving of all of the economies of large scale production. House building is for the most part a small scale industry. This may be well for more expensive houses where individuality counts but for industrial housing every possible economy consistent with providing the essentials of a minimum standard of living for workmen.

Fifth. It permits a housing corporation to conserve to itself to its purchasers of the homes or to its tenants all the increase in the value of properties in the housing project.

The disadvantages of wholesale house building while

not fundamental are nevertheless disturbing.

First. It is open to the charge of being paternalistic, "high brow," and too idealistic. The town planners are charged with being visionary, the manufacturers who invest are in danger of being misunderstood, and the promoters are charged with having some ulterior selfish motive. What seems obviously sound and good to experts appears unreasonable, theoretical, or even dishonest to doubters and critics.

Second. If it is a Chamber of Commerce which is pushing the project, the particularly selfish architect, contractor, supplyman, millman or real estate man calls on the president of the Chamber and threatens active opposition and even withdrawal from the Chamber. Possibly a committee of all five call on the President. They refuse to see that houses built by the corporation are likely to be in addition to normal building and aimed at making up the dearth of houses. As a rule, however, this sort of argument proves as ineffective as most threats. As a matter of fact the contractor (often from out of town) usually gives other contractors, mills and supply houses more business than they would otherwise have. As for the architects, the architect who tries to make a living planning individual workmen's houses would starve anyhow.

In the case of Niagara Falls, at least during the War, the disadvantage of building a large number of houses under one contract were braved in favor of expedition and economy.

Financing Home Ownership.

The housing survey had demonstrated however that Niagara Falls was short 2000 houses. The Government program was entirely inadequate. A Chamber of Commerce Committee therefore continued at work on a solution of the housing problem.

Advantage was taken of a questionnaire to determine the number of workers in Niagara Falls willing to become citizens to determine the number willing to buy homes on some easy payment plan. The replies from one plan were as follows:

Nationality	Number Employed.	Number Desiring to Buy a Home.	Per Cent.
Americans	357	348	97.5
Englishmen	47	46	97.7
Canadians	34	32	94.0
Irishmen	26	26	100.0
Scotchmen	8	8	100.0
Germans	14	13	92.8
Poles	167	37	22.2
Italians	329	109	33.2
Spaniards	84	5	5.9

Apparently many Poles, Italians and Spaniards count upon returning to their native lands and naturally do not wish to invest in homes. This shows the need of the Americanization (and Canadianization) movement, particularly among these nationalities.

On the other hand, 97 per cent of American citizens or those desiring to become citizens wish also to become home owners.

This is a typical of the replies from all industries. On the basis of these facts the housing committee, after considerable discussion by representatives of different groups in the city decided on the formation of a corporation to facilitate home ownership and to stimulate home building.

Some question has been raised concerning the sincerity of workmen's desire to own their own homes which is now being put to the test by the existence of the Manufacturers' and Employees' Mortgage Corporation and some of the officers of the Corporation have begun to believe that is essential that there shall be houses available for rent and that home ownership movements are likely to have only a doubtful success. It is beginning to be particularly evident that the Corporation will have to arrange for the construction of houses prior to making arrangements for the ownership of houses. Local contractors stated that it is their conclusion that it will be necessary for them to build houses with the assistance of the Mortgage Corporation and then sell them after they have been constructed.

The most important lesson gained from the experience of the Mortgage Corporation thus far, however, is that Niagara Falls will have to build houses in either 10, 20, 50, 100 or 200 in a group, if the costs of construction are to be kept down to a point where it will be economical or even possible for workmen to own their own homes.

Classification of Salaries of Municipal Engineers

At a recent meeting the members of the Toronto branch of the Engineering Institute of Canada approved of the schedule prepared by the Salaries Committee of that branch. This schedule classifies engineers employed by railways, municipalities, industrial firms, large public utilities and the Public Works Department of Canada. It groups the engineers employed in these five lines of work in clear-cut classes, with non-conflicting titles, and states the qualifications deemed requisite for each class, and also states the minimum salary which, in the opinion of the members of the branch, should be paid to each class.

The classification of Municipal Engineers has been made out as follows:

Municipal Schedule

1a. Chief Engineer of municipality greater than 300,000 population, \$12,000. Should preferably be a graduate from an engineering school recognized by the Institute, and should have had 15 years' practical experience, covering two branches in municipal engineering, and should have served for about five years in the capacity of Deputy City Engineer, or of First Assistant in municipalities of over 300,000, or as Chief Engineer in municipalities of over 100,000, and should possess proven executive ability.

1b. Chief Engineer, 100,000 to 300,000, \$8,000. Should preferably be a graduate with 10 years' experience, covering two branches in municipal engineering. Three years of his experience should be in the capacity of either one of the following: Chief Engineer in municipality of over 50,000, First Assistant in municipality of over 100,000, or Second Assistant in municipality of over 300,000. He should possess proven executive ability.

1c. Chief Engineer, 50,000 to 100,000, \$6,600. Should preferably be a graduate with eight year's experience in municipal engineering, two years of which should be in the capacity of any one of the following: Chief Engineer in city of over 10,000, First Assistant in city less than 100,000, or Second Assistant in city under 300,000. He should possess proven executive ability.

1d. Chief Engineer, 25,000 to 50,000, \$5,400. Should preferably be college graduate or licensed land surveyor with five years' experience in municipal engineering, and possess proven organizing ability.

1e. Chief Engineer, 10,000 to 25,000, \$4,200. Should preferably be college graduate or licensed land surveyor with three years' experience in municipal engineering, or should have completed apprenticeship to municipal engineer, and have been subsequently placed in responsible charge of engineering work. He must have ability to handle men.

1f. Chief Engineer, less than 10,000, \$3,000. Same qualifications as for cities between 10,000 and 25,000 unless work is confined to routine construction and maintenance, in which case he should have had five years' experience as First Assistant in similar work, and should have ability to handle men.

1g. Other Municipal Engineers (employed part time), Daily Rate. Land Surveyors—requirements prescribed by law. For routine construction and maintenance, qualification to be same as for Chief Engineer of city less than 10,000. Other casual work probably done by consulting engineers.

2. Deputy City Engineer, or Principal Assistant in cities over 300,000, \$8,000. Same qualification as for Chief Engineer in city of from 100,000 to 300,000

3a. First Assistant having charge of (any one of the following) roadways, sewers, water works, light, transportation, structures, testing and inspection in cities over 300,000, \$5,000. Should preferably be a graduate with eight years' experience in municipal engineering, four of which should have been in the capacity of First Assistant in municipality of 100,000 to 300,000, or as Second Assistant in municipality of over 300,000. Should be able to handle office, construction and maintenance forces.

3b. First Assistant in charge of one or more departments in cities 100,000 to 300,000, \$4,000. Should preferably be a graduate with six years' experience in engineering, two years of which should have been in the capacity of First Assistant in city of less than 100,000, or as Second Assistant in city of over 100,000. Should be able to handle office, construction and maintenance forces.

3c. First Assistant in cities less than 100,000, \$3,000.

Should preferably be a graduate with four years' experience in engineering two years of which should have been in the capacity of Second Assistant, and should be able to handle office, construction and maintenance forces.

4a. Second Assistant reporting to the First Assistants in larger municipalities and to the Chief Engineer in smaller municipalities, in responsible charge design, drafting and engineering records, cities over 300,000, \$3,600. Should preferably be a graduate with six years' experience in engineering, four years of which should have been as Second Assistant in city under 300,000, or as Resident Engineer on construction with designing experience, or as Designer. Should be able to handle office staff for designing, drafting and keeping records.

4b. Second Assistant in responsible charge of design, drafting and engineering records, cities less than 300,000, \$3,000. Should preferably be a graduate with four years' experience, two years of which should have been either as Designer or as Resident Engineer on construction with designing experience. Should be able to handle office staff for designing, drafting and keeping of records.

4c. Second Assistant in responsible charge of surveys, cities over 300,000, \$3,000. Should preferably be a graduate engineer or licensed land surveyor with four years' experience as Instrument man in municipal work, preferably on construction, and should be able to handle several parties and to keep them employed to advantage.

4d. Second Assistant in responsible charge of surveys, cities less than 300,000, \$2,400. Should preferably be a graduate engineer or licensed land surveyor with two years' experience as Instrument man in municipal work, preferably on construction, and should be able to handle several parties and keep them employed to advantage.

4e. Second Assistant in responsible charge of construction, operation or maintenance (one or more), cities more than 300,000, \$3,600. Should preferably be a graduate with six years' experience in engineering, four of which should have been as Inspector or as Resident Engineer on construction, and should be able to handle construction and maintenance forces.

4f. Second Assistant in responsible charge of construction, operation or maintenance (one or more), cities less than 300,000, \$3,000. Should preferably be a graduate with four years' experience in engineering, two of which should have been as Inspector or as Resident Engineer on construction, and should be able to handle construction and maintenance forces.

5. Resident Engineer on construction, \$2,400. Should preferably be graduate with three years' experience in municipal work, or should have completed apprenticeship in municipal work. Should have ability to use survey instruments, make calculations arising therefrom, and keep track of quantities and labor.

6. Designer, \$3,000. Should preferably be a graduate with four years' experience, and should be familiar with the mathematics and practice of the branch of work in question.

7. Draughtsman, \$1,800. Should be high school or preferably a college graduate, and should be able to plot accurately from field notes and produce correct working drawings from designer's sketches and computations.

8. Inspector, \$2,100. Should have a thorough knowledge of the class of work that he is employed to inspect, and in the case of steel or reinforced concrete structures, should be a man of sufficient intelligence to understand the elementary principles of design and realize the necessity for close adherence to plans, and must be able to read and interpret plans correctly.

9. Instrument Man, \$1,800. Should be high school or preferably a college graduate and should have sufficient training in the use of level or transit, or both, to do accurate work at a reasonable rate of speed, and should be thoroughly grounded in the mathematics required for the proper reduction and application of the instrumental work. In case of construction he should understand the special requirement for the class of work in question.

10. Chairman of Rodman, \$1,200. No previous experience required.

11. Tracer, \$1,200. No previous experience required.

Local Government Boards in Canada

By J. N. BAYNE, Member, Local Government Board of Saskatchewan.

I

For many years Great Britain's Local Government Board has controlled the creating of debentures issues by municipal institutions. In Canada municipal administration comes under the jurisdiction of its nine provinces. Hence any local government board which may be brought into existence will have its powers delegated to it by a provincial legislature.

Until a few years ago each municipality in Canada decided for itself, usually by a vote of its electors, or by special statute, whether or not a permanent loan for capital expenditure should be made. Central authority over borrowings of the kind was seldom exercised. In the province of Ontario, however, the railway and municipal board has for some time held a right to exercise a limited supervision over the creating of a permanent debt on the part of a municipal institution. In December, 1913, the Province of Saskatchewan, at a session of the legislature which closed that month, made provision for the establishment of a local government board. The Province of Alberta in less than two years afterwards organized a public utilities commission which is much the same as Saskatchewan's local government board in so far as its relationship to local authorities is concerned. The provinces of Quebec and British Columbia soon after assumed, to a degree, like control of municipal borrowings.

As already intimated, where a local government board, or a body vested with similar powers, has been brought into being, it is not under federal control. Where such scrutinizing bodies exist throughout Canada there are points of dissimilarity.

This provincial central supervision is approved generally by the people of the various provinces in which these bodies exist as a safeguard against local aspirations and ambitions which sometimes have led too near to the danger point.

II

The remarks which follow refer particularly to the local government board of the Province of Saskatchewan as it is, naturally, the one with which the writer is most familiar. It is, so far, the only body of its kind in Canada using the title "local government board." Its functions are thus more easily understood by those already familiar with the term. It came into existence at the beginning of 1914. It consists of three members selected by the lieutenant-governor in council, and the removal from office of any member thereof is by decision of the legislature. The board is a commission, non-partisan and non-political. Each of its members holds office for ten years. The demand for an organization of the kind largely from the Union of Saskatchewan Municipalities which is an association consisting of representatives of cities, towns and villages of the province. A few urban municipalities, during a period of unusual activity in real estate, had borrowed somewhat excessively notwithstanding the fact that the proposals for such heavy loans were nearly in every case zealously and almost unanimously supported by the council and the electors of the community concerned, they seeing in too rosy a light the future of their respective municipalities. In no case, however, was repudiation of the debt contemplated. No instance of the kind is in the history of Saskatchewan's municipalities. The local power to undertake financial burdens was sometimes used too freely. Hence the desirability of a central body who would investigate and control, in the light of experience gained by other municipalities of the province, any proposal to borrow money by debenture. The additional examination by the board of the reasonableness and feasibility of under-taking a debenture issue gives to the prospective investor an increased feeling of confidence in the issue, for he knows that if approved it will not be the result of a hastily constructed program nor of hopes based on a flimsy foundation. It might here be stated that the law provides that "there shall be associated with the board for advisory purposes a committee consisting of two members to be appointed annually, one by the executive of the provincial organization representing rural municipalities and the other by the executive of the provincial organization representing urban municipalities. The duties of the committee shall be to confer with the board from time to time concerning matters of general interest in relation to the carrying out of the local government board act."

As already stated, the local government board of Saskatchewan approves or rejects all proposals to borrow money by debenture on the part of the 7 cities, 75 towns, 320 villages, 300 rural municipalities, over 4,200 school districts and a large number of rural telephone companies in the province. It will likewise perform similar duties in respect of "hospital districts" which recently came into existence, but none of these have, so far, attempted the issue of debentures. It is conceded that the board, with knowledge secured in dealing with nearly all local authorities, should be in a better position to take a wider view of the municipal and financial situation than any single local authority.

One result of the board's existence is a higher price paid for municipal securities. The intending purchaser, in more than one instance, has asked for a special audit of the books and records of the local authority about to issue debentures, but on learning of the existence of the local government board and its functions, has deemed the examination of the latter sufficient and has purchased the debentures with an added feeling of confidence. It is true that sometimes, when a municipality's elaborate program is curtailed by the local government board, a feeling of disappointment results, but the passing of time shows the wisdom of learning to walk before attempting to run. In its five years of existence any reductions reduced upon by the board have proved to be in the interests of the citizens directly affected. In the case of one large urban municipality in the province, whose program included what the board deemed to be non-essential and inadvisable, particularly at a time when labor and material are possibly at the maximum of cost, some of its officials expressed themselves as believing that the local government board should have control only over rural or junior municipal institutions. This sentiment is, however, not common, nor is there real justification for its existence. It is a fact that the too optimistic outlook of urban or senior municipalities was a cause for the existence of the local government board, for had our province consisted only of rural municipalities and villages, it is not likely that it would have been established. To those who have seen the urban center develop rapidly, it is apparent that a cooling or deterring influence is often desirable.

III

Among other duties assigned to it, the local government board hears and adjudicates upon appeals from the local courts of revision in respect of assessment valuations. Its services in this regard were called upon oftener while values were falling, but as they have now reached a more settled level, the local government board had not many appeals of the kind to hear during the current year.

Saskatchewan's law guards carefully the sinking fund of any local authority or municipality. Villages, rural municipalities, rural telephone companies, rural school districts and hospital districts are not empowered to borrow under the sinking fund plan. In respect of cities and towns the provincial statutes state:

No part of the moneys at the credit of the sinking fund account shall be invested in any securities, whether by the council itself or by sinking fund trustees, without the previous approval of the local government board to such investment.

The serious duty of keeping the sinking fund intact and free from danger of any kind is rigidly observed by the local government board. Any proposed investment thereof receives particular vigilance.

Another duty of the local government board is the administration of the Sale of Shares Act. Before any municipality, it must first secure authority for such action from the local government board, which makes a close investigation into the strength and standing of the company. In those cases where it is found that the shares will not probably yield a reasonable return to their purchaser, approval of the sale of such shares is withheld. The wild schemes so often rampant where, for instance, mines, imaginary or otherwise, are exploited, need a firm restricting hand. The average person, when approached by a stock salesman, has neither time nor opportunity to examine fully the financial status of the company concerned. Hence the investigation of the standing of the company by the local government board is conceded to be a genuine protection for the public.—National Municipal Review.

Municipal Finance

JAMES MURRAY

UTILITIES PROFIT AND LOSS IN EDMONTON.

City Comptroller Mitchell of Edmonton in presenting a Comparative Summary of Revenue and Expenditures of the various Utilities for the period of eleven months ending 30th November, says:—

"The net result of Operation of the Utilities for the month of November is a surplus (after providing for Capital and Depreciation Charges) of \$17,221.23, as compared with a Deficit of \$8,480.33 for the corresponding month of last year, or in other words, an improvement of \$25,701.56.

The Gross Earnings for the eleven months ending 30th November amounted to \$1,912,322.88, while Operation and Maintenance cost \$1,073,140.27, showing a Surplus on Operation of \$839,182.61 as against \$694,966.06 for the same period of last year; and after meeting Capital and Depreciation Charges, there is a net Surplus on all the Utilities (inclusive of the Deficit on the Street Railway) for the eleven months of \$137,912.07 as compared with \$2,528.76 for the corresponding period of 1918.

It will be noted that the Street Railway for the month of November shows a net Surplus (inclusive of Capital and Depreciation charges) of \$1,526.39 against a Net Deficit for that month last year of \$25,546.05. The Net Deficit on the Street Railway for the eleven months of this year amounts to \$53,283.94, as against \$132,267.41 for the period of 1918.

Civic Utilities Department.

Comparative Summary of Revenue and Expenditures.

	This Month.	Total Eleven Months.	Corresponding Total last year.
Revenue—			
E. Light and Power.....	64,536.72	568,497.80	478,488.53
Power House.....	27,556.13	61,052.24	
Street Railway.....	66,521.88	611,855.74	458,097.01
Telephone	30,315.64	305,996.73	262,914.04
Waterworks	22,608.82	364,920.37	343,818.12
	221,559.19	1,912,322.88	1,543,317.70

	This Month.	Total Eleven Months.	Corresponding Total last year.
Expenditure, Opn. & Mtnc.—			
E. Light and Power.....	40,615.42	289,812.44	237,808.48
Power House.....	27,556.13	62,259.26	
Street Railway.....	43,773.75	431,700.44	356,622.23
Telephone	10,684.03	99,910.82	79,834.85
Waterworks	16,285.58	190,357.31	174,086.08
	138,914.91	1,073,140.27	848,351.64
Surplus on operation.....	32,644.28	839,182.61	694,966.06
Capital and Deprecn. Chgs.	65,423.05	701,263.54	692,437.30
Net surplus.....	17,221.23	137,919.07	2,528.76

Recapitulation of Net Surplus.

Net Surplusses—			
E. Light and Power.....	7,864.29	101,838.22	70,692.76
Street Railway.....	1,526.39		
Telephone	3,593.10	47,851.62	31,038.62
Waterworks	4,237.45	42,720.09	33,064.79
	17,221.23	192,409.93	134,796.17
Net Deficits—			
Power House.....		1,207.02	
Street Railway.....		53,283.84	132,257.61
Net Surplus.....	17,221.23	137,919.07	2,528.76

The war has done more than anything else to arouse men to the value of time. People all over the country are going to demand open roads, so far as possible, all the year.—Edward Mott Wholley, in *Colliers*, April 20, 1918.

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- (3) Cost of printing bonds.
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VANCOUVER.**RURAL TELEPHONE CONSTRUCTION IS ABOVE THE
NORMAL.****8,000 Miles of Rural Telephone Construction.**

Rural telephone construction this year in the province of Saskatchewan is stated by Mr. D. C. McNab to be slightly above normal, with condition healthy and prospects bright. "While there have been years," said Mr. McNab, "in which more rapid development has been made, it is estimated that from 7,500 to 8,000 new telephone mileage will be completed this year."

"From May 1, when this fiscal year began, to July 24, a total of 503 applications have been dealt with, this figure of course including a certain number or uncompleted applications left over from the preceding period. These in the aggregate amount to a pole mileage of 11,138½ miles, and new subscribers numbering 13,254. During the same period 140 debenture issues of rural telephone companies have been authorised, amounting to \$1,663,100, and representing 4,546 pole miles and 5,205 subscribers."

"If all applications now on hand could be immediately put in the contractors' hands, it would mean a very large year's work, but owing to the fact that the Local Government Board requires that eighty-five per cent of the lands that will have to bear telephone taxation must be free of all arrears of taxes, a considerable number of the proposed companies are temporarily held back. The present uncertainty as to the ultimate price of wheat will possibly keep some companies from carrying out their plans to build in the immediate future, although all those companies whose debentures have been authorised will doubtless proceed with construction without delay."

**MAYOR
CHURCH,**who for the sixth
time has been
elected to the
Mayoralty of
Toronto**P. R. FOR IRISH MUNICIPALITIES.**

The "Local Government (Ireland) Bill" became law on June 3. The vote in the House of Commons on the third reading was 244 to 42. It applies the Hare system of proportional representation to the election of all local representation to the election of all local representative bodies in Ireland, which means about four hundred. Nearly one hundred municipalities will use the system in January.

Following is the report, in the London Times of May 29 of the remarks of the Lord Chancellor on the bill in the House of Lords: "The Lord Chancellor said that he welcomed every application of the system of proportional representation in municipal and national affairs. It was a matter of regret that the lead which was given by their lordships to the House of Commons was not accepted. Many of them had long reached the conclusion that their democratic institutions could not be efficiently or even safely worked unless they provided assemblies which were an accurate reflection of public opinion. (Hear, hear.) No other method except proportional representation could secure that result, and some of them would never cease their efforts until they obtained the adoption of the principle."—Proportional Representation Review.

INDUSTRIAL DEVELOPMENT OF B. C.

(Major Martin, Industrial Commissioner.)

At the present time it appears that all industries in British Columbia, with the exception of ship-building are at a very high rate of advancement, and this week the further contracts for wooden ships in Victoria and here are very promising.

This year the timber, mines, lumber, fishing, fruit and vegetables have been what you might call a bumper year and this means a large revenue to British Columbia, but practically the whole of it will go outside the province for manufactured articles. This has always been the problem with British Columbia. In the past industries have failed in this Province just because of their being promoted for speculative purposes. At the present time there are similar attempts being made. In the past it has been claimed that local co-operation has been kept back in British Columbia, first on account of the scarcity of labor and the high cost of living as compared with other countries paying high wages. These conditions are equal now. The cost of living continues everywhere to be high; there is not the difference that there used to be in wages, so that on these two accounts there should be prospect of advancement. In addition almost half as many more returned men have come to British Columbia as left the Province; this at the present time gives a large number of men seeking employment. Now, it is very desirable that these men, be employed and given work in order that they should be induced to make this Province their home.

This is an intimation of what you may expect in the next two years; this influx of returned men from Eastern Canada is just an indication of what we can expect in the next year or two from the old country, because British Columbia has been advertised by the soldiers overseas. The time would appear to be opportune. A large amount of money is required to meet the expenditures of the war; there is great financial unrest throughout the world owing to readjustment and a larger population, it should not be long before capital would cease to lie down on the job, and promote those opportunities for trade which are evident in the Province today.

The time would appear to be opportune for something to be done and the Government has passed an Act to create a Department of Industries with the purpose of developing the industrial resources of the Province. To assist in carrying out the operations of this Act, there is appointed an advisory board of seven members representing various interests in the Province. This board is non-political, and its duties are to examine and aid in the establishment of any industries, when they are satisfied that the loan is justified on the following grounds; that the security which the applicant offers is good, that the granting of the proposed loan will be to the ultimate benefit of the Province; that the applicant has the probability of making a fair profit from the enterprise. Other considerations which influence the board in granting their approval to loans, are those industries which are promoted in the interest of returned men to enable them to get employment, and those which use only white labor.

Now, while the possibilities are very great in British Columbia I am not in a position to do them justice at the present time, but I will briefly refer to a few things which are coming before the Department, some of the things which will be dealt with in the near future, I refer to under two headings.

First: The development of our own natural resources, the finishing of the raw products of British Columbia, to be disposed of in the Province.

And again, on the Pacific Coast we are the point of entrance for a large number of raw commodities used in the country; these should be manufactured in British Columbia, and the market should be in the Middle West at least.

One of our greatest resources in British Columbia is our timber; our lumber, shingle, paper and pulp mills. At the present moment we have approximately 212 lumber and shingle mills in British Columbia, all doing a profitable business, working for export trade principally. For their products they are getting a very high price, and conditions in other parts of the world and present demand would indicate that this would continue for a long time; and it is not necessary that much aid should be given to lumbering as already existing. But under lumbering there are many other industries that could come

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CASES OF EMERGENCY

Industrial Development of B. C.—(Continued)

in. The first one dealt with by the board was an application by a returned man engaged in the manufacture of wooden toys. Prior to the war this trade was controlled by Germany, during the war the articles came from Japan and the United States. This man started with a very little capital, and sold about \$4,000 worth of goods last year; this man was successful in getting a loan, and has already received orders for over \$9,000 of goods. Now, although there has been some criticism of this toy making, there will be a very real difficulty in British Columbia in getting toys, especially at Christmas time.

At the present time we have applications from several firms and companies entering into the manufacture of wooden casks, barrels, boxes and many other articles used by the trade. A few of these are coming to the front and there will be development in this respect. At the present time in British Columbia not more than six per cent of the manufactured furniture required in British Columbia is made here, part comes from Eastern Canada and part from the States. We have several applications in reference to the furniture trade, but it is a business that requires thorough knowledge and good organization, it is impossible to go into it generally, one has to specialize in particular articles of furniture, and the opportunity for development is quite apparent in this regard and some important advancement is being made. You can see the progress that has to be made when there is still 90 per cent of furniture to be manufactured in this country, so that it will admit of great expansion.

Next to furniture there are large industries that have come into existence through the manufacture of wood fibre into silk hose and other articles. Industries such as these cover 120 acres of ground in the Eastern States. The establishment of such an industry in British Columbia would confer a great advantage on the people of the Province, such as the returned soldier. This industry will be established.

The industries I have just mentioned are some which are likely to come into existence in the very near future. In addition, the question of utilizing mill waste has been taken into consideration. In Fullerton, La., and in Georgia, there are two large plants for the manufacture of wood alcohol, they manufacture this product at a cost of 23 to 40 cents a gallon, the price in the United States for wood alcohol is 50 cents a gallon. In British Columbia 5,000 to 15,000 gallons of wood alcohol are used every day, a large proportion in and around Vancouver, and it is quite likely that efforts that are being put forward now will result in capital coming into British Columbia for this purpose, providing arrangements can be made and necessary government regulations put into effect. It has been estimated that the requirements of Canada in wood alcohol would be five million gallons a year. At the present time this wood alcohol is selling for \$1.30 per gallon in Canada and the possibilities are very great for utilizing this material.

In addition to this, an industry which is regarded with a great deal of interest in Great Britain is the manufacture of tannin extract. You all know that tannin is made from oak bark and hemlock; oak bark is considered the best as it produces a lighter colored leather. It may be news to some of you that Douglas fir bark produces a tannin similar to oak bark, and it is claimed it can be favorably compared with the oak tannin. Preliminary investigations have been made and it is shown that Douglas fir contains 18.27 per cent of tannin. The bark of a tree represents 20 per cent of its contents and should be worth about \$15.00 a cord. You can see in these figures possibilities for such an industry being established in this country and it would be second only to the lumber industry. This would then lead to the development of the leather trade, with an increase in the raising of stock in British Columbia. The proximity of the leather market in Siberia and other countries should make this the logical place for the establishment of large leather industries.

Just before going on, I would like to make reference to the fact that one of the paper mills in British Columbia is working out a method for obtaining sulphite, and it is also possible to get alcohol by this means.

(To be continued)

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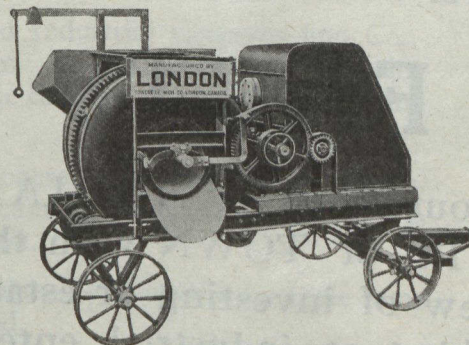
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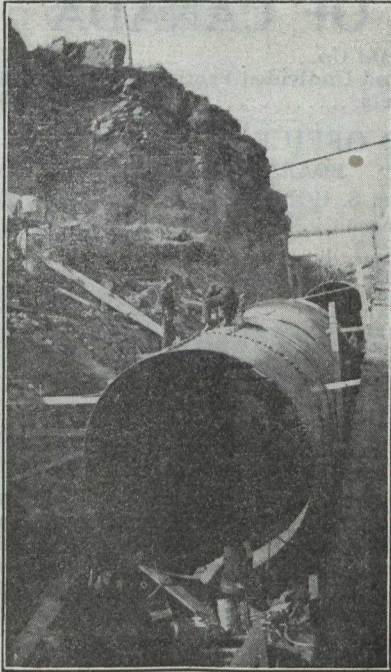
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