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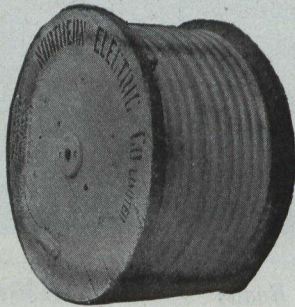
That in a recent address before the Ontario Good Roads Association, the Roads Superintendent of Wentworth County, making a comparison of the Waterous Roller and a Roller of another make, made the statement that the Waterous in one year was used for 202 days, ten hours each, and 76 nights of twelve hours each—2932 hours altogether. During this time the repair cost was \$189.00—practically the whole repair bill in five years. The second Roller, only four years old, was used but 129 days and 18 nights—a total of 1506 hours in all, and in this one year service cost \$197.00 for repairs. We can't add much to the force of these figures.

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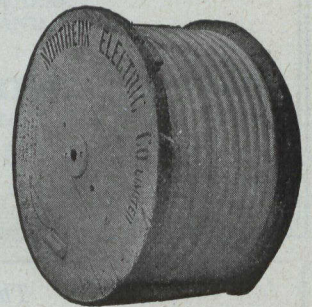
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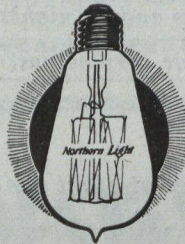
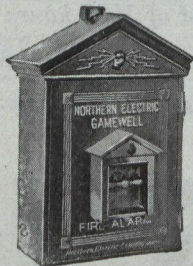
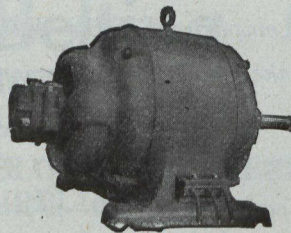
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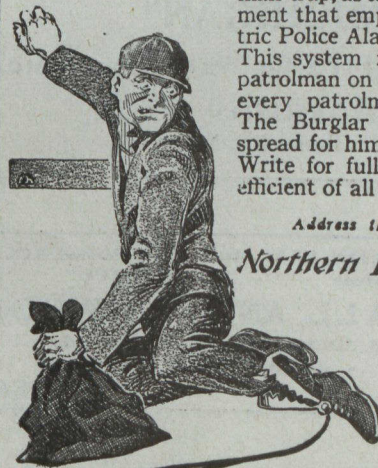
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Community Clubs

By FRED. C. MIDDLETON.
Sec., Community Clubs of Manitoba.

At the beginning of 1918 Canadian people faced two great tasks. The first was to provide the men and the money to keep intact the Canadian line at the front; to stay with the job in Europe till the Prussian military machine was broken beyond repair, the spirit of militarism everywhere dethroned and the world made safe for democracy.

The second task, equally important, equally imperative as the first, was to build up an altruistic, ethical citizenship in Canada which would help make democracy safe for the world.

November 11th saw the completion of the first task in glorious fashion, though not without an honor roll of 50,000 Canadian slain.

The second task awaits achievement; and it has for its battleground not the bloodstained fields of Flanders, but the peaceful prairies of Canada.

Before this second task can be accomplished, the citizens of Canada must learn the art of living together in the spirit of the Second Commandment and the Golden Rule—loving our neighbour as ourselves and doing unto others as they would that they should do unto us.

We have not yet learned that "suspicion and individualism, narrow prejudice and plain cussedness" still control our relationships each with the other. Race and religion, politics and business all have a tendency to separate us into classes and cliques and emphasize our differences.

All this must be changed if we are to meet the demands of the day; individualism, sectionalism and selfishness must be replaced by altruism, co-operation and unselfish service.

This will need to be done in the cities of our land, and evidences are not wanting that a new conscience is developing in these urban centres, as witness the Greater Board of Trade movement recently inaugurated in Winnipeg and other large cities. As citizens of a common country the folk in the cities are learning to think together, work together and play together.

The community spirit must also be developed in the country. Canadian progress in the next half century will depend in great measure on the type of citizen we shall send out from our rural centres during the next ten years. Hence the importance of the "get-together" movement in our rural centres. And evidences are not wanting that the people of the country will not fall behind their fellow-citizens in the city in this regard. For the past three or four years a community conscience has been developing, and in some cases it has found expression in the formation of community clubs. Rural ministers have taken the initiative in some instances, while in other places the local branch of the Grain Growers' Association have led the movement.

The Social Service Council is not, therefore, a pioneer in the matter. It realized, however, that the movement was so full of possibilities that it warranted the calling of a man to give his whole time to community organization.

Again, it was felt that while individual ministers and local branches of the Grain Growers' Association might do good work in some centres, the movement, to be a success, ought to be guided officially by an organization which represented no particular domination or industry, but which was a combination of them all—such an organization the Social Service Council is. Furthermore, it is appropriate that the Council, having led the province in the great prohibition movement which destroyed a bad community centre, should assume the leadership of this new movement, which aims at putting something in the place of the "poor man's club" which was destroyed when we banished the bar.

What is the Community Club?

The Community Club is an organization that takes in the whole community, the basis of membership being citizenship. There are usually many other organizations in the town and district, but they are all sectional. The Board of Trade takes in the retail merchants and other business men, but excludes any one else. The Grain Growers' Association takes in farmers only; the Home Economics Society takes in women only; the lodges recognize only initiated members who have taken the degrees and whose dues are paid up; the churches ap-

peal to those only who are members or adherents of their particular denomination. And so it goes—every one of these organizations is, from its very nature, sectional, and indeed, consciously or unconsciously, each acts as a divisive element.

Hitherto these organizations have worked along parallel lines, each seeking to carry on their own work without much thought of their relation each to the other, or to the community as a whole. The Community Club movement seeks to have them move along concentric lines, all working towards a common centre, the good of the community. It seeks to remind the farmer, the school teacher, the merchant, the preacher, that while they may have a special work to do through their own organization, they are a part of the whole community, and must share in the community tasks.

What is a Community?

By "community," in the sense in which it is here used, we mean any given territory containing a town or village where people do their shopping, get their mail, go to church or send their children to school. This includes the people of the trade centre and those living within a radius of from five to ten miles of the town.

What are the Objects of a Community Club?

In answering this question I cannot do better than quote from a suggested constitution:

"The object of this club shall be to develop in the members of this community the art of living together in the spirit of the Golden Rule, and to so apply the principles of human brotherhood and co-operation in our relationships each with the other that this community shall be a better place in which to live.

"In the carrying out of this object we pledge ourselves to the support of and co-operation with every person who is filling a useful place in the life of the community.

"Hence, we will each seek to get the other's point of view, believing that before there can be co-operation there must be mutual confidence and understanding.

"We pledge our support to the doing of community tasks as they may from time to time be presented.

"Especially do we pledge ourselves to support any movement for the improvement of community health, community business, community morals, and community recreation, and will seek to co-operate with every agency toward this end."

Think Together, Work Together, Play Together.

This is the slogan of the movement, and also represents the threefold activities of the club.

In order to get the community to Think Together, each club establishes a public forum which meets regularly for the discussion of local or general issues, and provides a community audience for visiting lecturers, from the Extension Departments of the University and the Agricultural College. For local debates, the Social Service Council offers material pro and con on various subjects, thus making it easy for the debater to make his first speech. The local forum committee might also boost the public library, or form one if none exists.

Many tasks await the club under the motto Work Together, such as community health, community morals, community business, community roads, community education, community young people. I have space to enlarge on just a few of these. And first let me speak of the task facing all our communities, that of

Community Business.

Reviewing statistics covering the years 1907-1917, I find that in several places in Manitoba where there is increased acreage under cultivation and a greater number of resident farmers than there were ten years ago, there is yet less people in the town or village which forms the trade centre of these communities. The reason for this is that less and less community business is flowing through community channels; in one small town of a couple of hundred population, the mail order business had increased from \$5,000 fifteen years ago, to \$50,000 last year; in another centre, still smaller, \$70,000 worth of business was done outside of community channels.

Let me hasten to say that I do not propose to attack the mail order business. It has filled and continues to

(Continued on page 231.)



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Entrance to Queen Victoria Park, Niagara Falls, Ont., Roadway surface treated in June 1918 with "Tarvia B,"

When swift and heavy automobiles sweep around the bend of an ordinary macadam road the tires slip sidewise—not enough to skid, to be sure, but enough to rub and rasp the brittle macadam until the stones loosen and the surface ravel.

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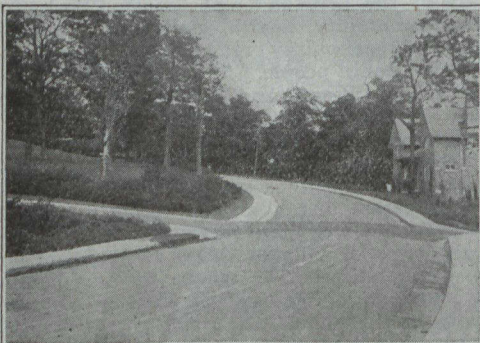
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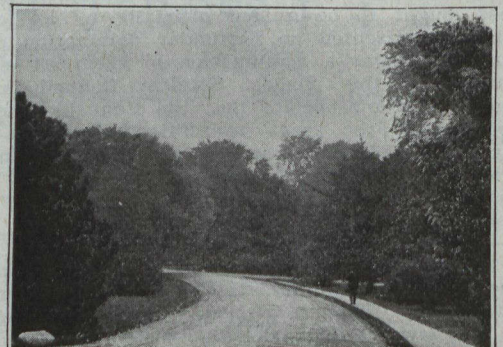
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Summit Crescent, West Crescent, Height, Westmount, a suburb of Montreal. Treated with Tarvia.



Main Driveway, Queen Victoria Park, Niagara Falls, Ont., north of the Administration Building.

COMMUNITY CLUBS.

(Continued from page 229.)

fill a want in rural communities, and it has contributed in some measure to the improvement of conditions under which the farmer lives.

On the other hand, however, it has absorbed altogether too much of community business, business which could be done just as easily and just as efficiently through the local merchant. And as a result the rural centres are losing population, while the city is growing by leaps and bounds.

This is what concerns us—the preservation of the community centre—the town or village. For, if the present method of doing business continues, numbers of these centres are threatened with still greater depletion, if not with extinction.

Who is to blame for this? The merchant partly, and partly the farmers—six of one and half a dozen of the other. But, be that as it may, the fact remains that the situation is serious, and some "get together" medium should be supplied through which the farmer and the merchant could get each other's point of view and seek to understand one another better. Such a medium is provided in the community club. A sub-committee on community business could be appointed composed of progressive farmers and wide-awake business men; this committee could meet, go over the whole ground, and bring in recommendations as to what should be done to improve the relationship between these two essential factors in the rural community. Mutual confidence and understanding would follow, more business be done at home, and new life be given to the community centre, to the benefit of all.

Community health is another task facing most communities, especially as it is related to child welfare. Canada holds the unenviable record of losing 14 per cent. of her babies under one year of age, and it is well to remind residents of rural centres that the percentage is higher in the country than it is in the city. Winnipeg's infant death rate, for instance, is 10 per cent. When we realize that we lost only 2½ per cent. per year of our Canadian soldiers on the battlefields of Europe, the abnormal death rate of our babies is apparent. Faced with these facts, the building of a district hospital, or the securing of a district nurse—or both—are tasks which ought to be undertaken. For there is more or less of a direct connection between infant mortality and the presence or absence of a nurse or hospital. In two adjacent rural districts, where figures were secured by the writer, the community with a hospital had a death rate of 7 per cent., while in the one without a hospital the figure stood at 14.5 per cent.; just double the number of babies lost.

The Moving Picture is, however, one of the best and one of the easiest methods of rural entertainment. Up to now, most communities have had either to go without the moving picture show or accept the "penny-dreadful" and dime-novel type of picture—a programme of thrills, each scene "guaranteed to raise the hair on your head twice every minute," as a recent advertisement announced. Through the community club a great improvement may be made in this popular form of entertainment. For instance, we have twelve community clubs formed on the railway lines running from Rapid City to Miniota and from Arden to Russell. The community programme provides for a weekly meeting in each centre—one week the programme will be provided by local debates, extension lectures, etc.; the alternate evening we put on a moving picture programme. The services of an operator have been secured and he visits each club once in two weeks. The expense of this programme for eight months in these twelve communities we estimate will be about \$5,500. Box office receipts at a nominal admission fee of 30 cents for adults and 15 cents for children, is expected to meet this amount. No one makes any money out of it. The operator is paid a salary and his travelling expenses; the balance is absorbed in local hire of hall, printing and film rental. The plan mentioned had been in operation about three weeks when the epidemic of Spanish influenza compelled the cancellation of the moving picture programme. For the time that was in operation, however, results were very encouraging.

It is not, of course, necessary that clubs be formed to secure this moving picture service, nor indeed is it necessary that an itinerant operator be secured. Local

arrangements can be made, providing that the points to be served are on the one line of railway and the programme taken regularly.

How to Organize a Club.

A glance at the reproduction of the community wheel will give a good idea of how the club is organized. Any public-spirited man or woman may take the initiative in the matter. A public meeting should be called, care being taken that the ministers of the town and the officers of the various organizations be interviewed; representatives from the various churches, Grain Growers' Association, Board of Trade and other organizations noted on the community wheel should be present at the meeting. An address by a visitor from a nearby club or by the provincial community secretary could be given, and if thought wise, the organization proceeded with.

An executive of seven should be elected as follows:

President, who shall be convener of the Public Forum Committee; 1st Vice-President (convener of Better Business Committee); 2nd Vice-President (convener of Young People's Committee); 3rd Vice-President (convener of Public Health Committee); 4th Vice-President (convener of Recreation Committee); Secretary; Treasurer.

Care should be taken that these officers are elected from the various elements of the community life, town and country being equally represented.

In addition to the executive a general committee should be appointed of one or more representatives of the various organizations represented in the club.

The Community Building.

In most communities the matter of a building in which to hold community meetings will be a source of difficulty. Wherever possible we advocate the use of the consolidated school, if there is one; or a public hall, a lodge room or one of the churches may be used. In some cases an agricultural hall within the town limits might be built and used for community purposes; a community hall as a memorial for fallen soldiers has also been suggested.

Results.

Some folks, on reading this article, may ask what are the results of this community movement? My reply is that, as far as Canada is concerned, the movement is still in its infancy, and it is too early to ask for results. However, in the United States, where some clubs have been in operation for five years or more, splendid results have been attained. I might quote from the record of one community club, whose activities have been well described in a little volume entitled "Fear God in Your Own Village," by Richard Morse. This is a record of what was accomplished by a community club in a village of 1,200 population as revealed in the report of the fifth annual meeting. Membership fees ranging from \$1.00 to \$200 were secured, and \$3,800 spent in community betterment. In co-operation with the country councils, six roads running into the village were macadamized; producer and consumer, merchant and farmer, were brought together and community business boosted; and in co-operation with the school board, kindergarten, sewing and cooking classes and manual training classes were established. The village was situated in swampy country, and previous to the organization of the club as high as 75 cases of malarial fever would be reported in one year. At the instigation of the club the marshes were drained or oiled, the breeding ground of the mosquitoes destroyed, and cases of malarial fever reduced from 75 to 3. Similar good work was done through the neighbourhood house, the moving picture show, the fire department and the district nurse, all of which had either come into being or had been revived through the community club. And last, but not least, a splendidly efficient community church was in operation.

Similar results can be secured in Canadian rural centres; results that will mean the preservation of the community centre and the development of community life. For when the citizens of our rural communities have learned to think together, work together and play together, when community business flows through community channels, when the spirit of co-operation takes the place of the spirit of competition, when principles of social life and human service are made what they ought to be in the old home town—then, but not till then, shall we keep our boys and girls at home; then, but not till then, shall we stop the drift citywards and build up the local community.

This may seem a far-off ideal, but it is for us to make the ideal real. It is gloriously worth trying for, anyhow.

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No. 7

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Unselfish Statesmanship and Citizenship

A correspondent, referring to the new relations between the Mother Country and the Dominions as that of a Commonwealth of Nations, says that this commonwealth "will give fine scope for brainy statesmanship with big hearts behind it." This statement is not only true in relation to the larger questions affecting the Empire, but equally true as relating to the problems that now affect Canada and her citizens. While we may have, or may not have, brainy statesmanship, there is certainly a lack of big hearted statesmanship in the conduct of our public affairs. There is too much selfishness underlying our public relationships one to the other, with the result that there is not that co-ordination there should be between Dominion, Provincial and Municipal authorities, between political groups, between capital and labour, and even between the large voluntary social agencies. Each group, whether it be political, industrial, labour or social, just works for its own ends. The ends may be unselfish in themselves, and even for the benefit of the community or the nation, but the fact that there is so much jealousy between the different groups is sufficient to damn much good work that would otherwise result from the activities of our public and private bodies. It is computed that in Canada there are over 35,000 men and four women who are serving on public bodies—Dominion, Provincial and Municipal. In addition there are thousands of men and women serving their fellows generally, or their kind particularly, through public or private organizations. Yet with all this public service the social and economic conditions in Canada are not by any means what they should be. The difficulty with us is that our mental outlook is not broad enough. We see only those

things that affect our every day life. We don't study enough the effect that our actions, or the act of our group, organization or public body may have on other private or public bodies, or governmental systems. Canada is big enough and vital enough to engage the mentality and energies of her best men and women. But they must co-ordinate more than they have in the past, or do to-day, otherwise much of their service will be wasted. Big-hearted statesmanship and big-hearted citizenship were never so necessary as now, if her citizens are, to bring about the consummation of the hope that the twentieth century is to be Canada's century.

CLINTON ROGERS WOODRUFF.

The delegates to the Kingston Convention will have the opportunity of hearing an address from Mr. Clinton Rogers Woodruff, who founded, and until recently was secretary of the National Municipal League of the United States. Mr. Woodruff, who is certainly a most able student of the civic life of this continent, has for years given of his best to the uplift of civic government. With a remarkable talent for co-ordinating the best brains of his country, he has built up in the National Municipal League an organization which by research work and propaganda has probably done more than any other agency to bring municipal government in the United States to its present standard of efficiency. A gifted speaker and writer himself, with a dynamic though pleasing personality, Mr. Woodruff has lost no opportunity to bring home to the man in the street his opportunity and his responsibility to the community. His address on the "Value of Municipal Union" will be worth listening to.

The Housing Scheme and Returned Soldiers

As an inducement to returning soldiers to settle on the land the government loans \$2,500 to each soldier farmer, and quite a number have taken advantage of such an opportunity to become agriculturists. But the greater portion of returned soldiers are town and city men to whom farming does not appeal. Yet these men have the same right to government aid as those who prefer the outdoor life of the farm and we believe that the government is prepared to do its duty to the returned soldier in the city if it can be shown how. One suggestion that has been brought to our notice, and one that deserves consideration, is that the government, as an encouragement to returned soldiers to build their own homes, should loan to each man desirous of building a home, the sum of \$2,500 on the same terms as given to the soldier on the farm. Under

the Housing Scheme of the Dominion Government twenty-five per cent. of the cost of the land and building must be put up by the borrower. So far as it effects the civilian these terms are fair, for five years of good wages have given him the opportunity to save, but with the soldier at \$1.10 per day saving was impossible, consequently he is not in a position to put up the necessary 25 per cent. to enable him to take advantage of the government scheme. To say the least, it is somewhat of an irony that the very men for whose benefit the fund was principally inaugurated are barred from taken advantage of it because their spirit of patriotism made it impossible to even save the first payment. We repeat that the suggestion as put forward here is worthy of consideration by the Federal authorities.

A Peace Charged With Hope

Mr. Lloyd George, the British Premier, in referring to the peace treaty as "one charged with hope," emphasized the feeling of those who believe that the peace signed on June 28, being based on the principles embodied in the League of Nations, will be a lasting peace, inasmuch as it engenders a sense of responsibility as well as a feeling of pride in the minds of the citizens of the Allied and Associated nations. Canada, like her Allies, has been purified by the sacrifice of her sons. Her maimed soldiers are living, and constant evidence of what they and their mates have gone through so that humanity may live in decency, and her war memorials are reminders of the greatest sacrifice of all that men can give for their kin and for their neighbours. If these sacrifices have meant anything at all it will mean that Canada as a nation, as a people, as individuals, will sense unerringly that privilege, that responsibility and that determination to make this Dominion better to live in.

It will mean that citizenship in Canada will mean citizenship of no mean country, and that her public life will mean something more than an opportunity for the self-seeking and selfish egotist.

Canada, by the peace treaty, becomes a full-fledged nation; and as such is a member of the League of Nations. How far Canada will become a factor in the League depends entirely on the way in which she can convince her Allies that her people have developed their sense of responsibility one to the other and to the state. The nation that can subdue the spirit of greed that has become too dominant a creed in the world to-day will be held up by its neighbours as one blessed, and why not Canada. She has material potentialities, the like of which no other country has and she has the human resources that only want developing on the lines of good citizenship and co-operation to bring about the consummation of Lloyd George's hope for better things.

The Public Be Damned

The Cost of Living Committee of the House of Commons has served one useful purpose at least in bringing before the people the fact that they have been paying excessive prices for foodstuffs, clothing and boots, so that a few men may become wealthy. "The Public be damned," has been the motto of these gentlemen too long, and the sooner they are brought to time the better. While the people of Canada have been denying themselves to the extent of it hurting, so that foodstuffs may be sent across the seas, these profiteers have taken advantage of the situation to raise their prices to such an extent that the workers and their families, which include the returned soldiers, have to-day actually got to deny themselves of everything but the bare necessities of life. During the Napoleonic wars the profiteer had short shift at the hands of Wellington. He (the profiteer), was hung when caught at his nefarious practices. To-day, in Can-

ada, he just invests his ill-gotten gains in Victory bonds, and all is well. He becomes a patriot.

The question now is, what is to be done to stop this profiteering at the expense of the public? We have time and again in these pages urged that the Dominion and local authorities get together and decide on common action. There is no doubt that had the authorities taken up the matter seriously at the beginning of the war, we would not have had the dissatisfaction of reading in the public press of the enormous profits made by the big firms at the expense of the citizens. There is one thing certain, and that is unless drastic action is taken to stop the game, the excessive profiteering, as brought out in evidence before the Cost of Living Committee will go on. If this is allowed the profiteers will surely chuckle, "The Public be damned."

The Revised Railway Act

On Friday, June 27, the House of Commons, by 101 to 24, voted away the right of the municipalities to protect themselves against any one owning a public charter granted by the Dominion authorities, and eighteen years of work by the Union of Canadian Municipalities has thus been thrown away. The Minister of Railways, as a sop to the valiant defenders of municipal rights who sit in Parliament, did bring in and had passed by the Commons a special bill embodying the municipal protective clauses, but which, in the words of Mr. H. Mowat had as much chance of passing the Senate as a "kitten would in a kennel of terriers." The Senate threw out the Bill as expected, and now the municipalities have no local rights in regard to Federal charters or legislation. With the Commons Shakespeare has been reversed "To do a little right, do a great wrong."

The reason given by the majorities in the Senate and Commons for thus dispossessing the municipalities of their rights is that Parliament must keep its word, referring particularly to the Toronto and Niagara Power Company, to which company a charter with very wide powers was granted seventeen years back by Parliament through a private bill. To keep its word, Parliament, at no cost to itself, though at the cost, to a very serious extent, of the City of Toronto and other Ontario municipalities, must needs break a fundamental principle of the Canadian Constitution itself. While we do not question the legal right of Parliament to do what it likes within the domain of Canada, we do question its moral right to interfere with the right of municipalities to control their own streets, whether that interference be direct or indirect.

If Parliament, through clever lobbying on the part of promoters, grant charters that may interfere with the rights of other public bodies, and it be found out afterwards that the powers granted with

such a charter as that of the Toronto & Niagara Power Company, constitute a real danger, not only to the rights, but to the actual progress of a municipality, then Parliament should take the onus of breaking the charter. But Parliament has gone further than this. So that the City of Toronto may not take advantage of any protective clauses in the Railway Act, it has in the Revised Act, actually eliminated the clauses so that the whole of municipal Canada is affected. Canada is keeping its word to the stockholders of a private company, but at an awful price to not only the city of Toronto but to every municipality in the country.

The question now comes; what is to be done so that the municipalities may get back their rights? To our mind there is only one thing, and that is for every Council in Canada to see that only men are returned to Parliament in future who will give an assurance that they will vote solidly for any and all legislation that may be presented for the protection of municipal rights. In the meantime it behoves each Council to ask the local member (or members) how he voted on the Railway Bill and if he voted against the insertion of the municipal protective clauses to demand his reason for so doing. As only twenty-four voted for municipal rights out of a house composed of 239 members, it is very evident that most of our Dominion representatives are under the impression that they are not responsible to the citizens. They should be made to know different. The Senate of course is not representative of the people, but even it, or rather the members should be made to realize that they have responsibilities to the common people through their local councils. In the fall a session of Parliament will be held when the special Bill for the protection of municipal rights will be brought up again. By that time it is hoped that both the Commons and the Senate will have realized that the municipalities are not to be robbed of their rights for either political or private reasons.

A COMPREHENSIVE TOWN PLANNING SCHEME.

The four municipalities of Longueuil, St. Lambert, Greenfield Park and Montreal South, situated on the St. Lawrence River opposite to the city of Montreal, have joined together for town planning purposes. The idea emanated with the South Shore Board of Trade whose members are drawn from the four towns. A committee or board was formed and each of the local councils invited to send two delegates, with the result that it was enabled to engage the services of Messrs. Ewing, Lovelace and Tremblay, consulting engineers, the president of whom, Mr. Ewing, has made a special study for years of Town Planning.

This firm is preparing a plan of the area to be included in the town-planning scheme, which will show all the physical features, both natural and artificial, including the public and semi-public buildings. With this plan, which is expected to be ready about October 1st, as a basis, the Board intends to lay out a scheme of highways, industrial, business and residential areas, parks, sites for future public buildings, railways and harbor facilities, etc. This is the "town plan" and it will be submitted to the citizens for their criticism and discussion.

Where an acceptable town plan has been finally developed, the Board hopes to have an act ready for presentation to the Provincial Assembly providing for an authority to which will be entrusted the duty of putting the town plan into effect. Little can be done along these lines, however, in advance of the appeal to and approval by public opinion. The projects of the Board have been very

favorably received so far by the municipal authorities, who have agreed to meet the cost of the plan, as the first step in the scheme.

The policy of the four towns, which join one another, in having prepared a comprehensive scheme for the whole area is a wise one, particularly when it is considered that in a very few years the south shore facing Montreal will be a large industrial and shipping centre. Such a plan made and adopted to-day will save the district from slums in the future and it will assure the residents from many of the nuisances that inhabitants of most industrial centres have to put up with.

RECALLING THE PAST.

A young man was in Court charged with an offence that was foolishness rather than criminal intent and the Magistrate was about to dismiss the case with an admonition when the Crown Attorney interjected: "Your Worship, I must call you attention to the fact that this young man was at one time an inmate of the reformatory." "Yes," eagerly broke in the prisoner, "but that was seven years ago and should have been forgotten." Alas! people do not forget half as much as they should, and, as frequently pointed out in the newspapers, the law as represented by its officers, never forgets crime and never fails to recall the sins of youth.—J. J. Kelso.

Municipal Affairs In Alberta

JOHN FERRIE,

Deputy Minister of the Department of Municipal Affairs.

The history of the year 1918 as to municipal work in the Province is, to a great extent, a continuation of the situation referred to in the report for the year 1917. In that report, reference was made to the fact that many of our municipalities had passed the crisis in their financial affairs, brought about by the collapse of the real estate boom, the breaking out of the war, and the consequent stagnation of business for the time being. A number of our larger urban municipalities have not yet, however, been able to get their financial affairs on a very satisfactory footing, and it is possible that some arrangement will have to be made whereby their burdens will be lightened for the present, possibly by having their debenture indebtedness spread over a greater number of years. There are only a comparatively few of our municipalities which are in this position, and as, generally speaking, their future is assured, there will be no particular risk in the extension of the period of repayment. The close of the war, and the return to normal conditions which will no doubt follow, will assist in the obtaining of the desired result.

Vacant Sub-Divisions.

One of the sources of trouble in our large urban municipalities has been the large area of vacant non-producing sub-divided lands within their boundaries on which taxes are not being paid because there is no sale for such lands, and they have no producing value. It seems desirable that these areas be dealt with in some way so that they may have a producing value and become steady revenue producers for the municipality, and the probable solution would seem to be some arrangement of compromise of taxes on a basis which would leave the owner a margin (the taxes outstanding being in many cases more than the value of the land), and for arrangements to be made whereby the plan of sub-division would be cancelled, the land put into use as farm land and either withdrawn from the municipality, leaving it subject to debenture indebtedness, or limiting the assessment and rate of taxation to which it may be subject if left within the boundaries of the municipality. In any adjustment of this kind, some hardship will be placed on the municipality or the landowner, in some cases both, but this seems unavoidable, and speedy action in this matter seems desirable so that the business of the municipality may be placed on a solid basis, and the municipal councils placed in a position to know where they stand as far as the arrears of taxes on such lands are concerned, as much of what is shown outstanding constitutes a fictitious asset. The tendency to widen the basis of taxation still continues, and is much in evidence in our larger towns and cities.

Municipal Districts.

By amendments made to The Rural Municipality Act and The Local Improvement Act, at the last session of the Legislature, the organizations known as Small Local Improvement Districts were done away with, and each Local Improvement District became what is called a Municipal District, and the organizations that were formerly known as Rural Municipalities have become Municipal Districts, so that we now have only one type of rural organization in the Province with local self-government, namely, Municipal Districts. The portions of the Province which are not included within the boundaries of a city, town, village or municipal district, are divided into districts known as Improvement Districts. In such districts there is no form of local self-government; all taxes, except the school taxes imposed on lands within the boundaries of organized School Districts, being levied and collected by this Department, and the administration of affairs in connection with road building, public health and so on, is carried on directly by the Provincial Government. It will be noted by these changes that all the rural portions of the Province are included within the boundaries of either Municipal Districts or Improvement Districts; the Municipal Districts being the territorial units with a form of local self-government, and Improvement Districts being the territorial units that have no form of local self-gov-

ernment. At the end of the year 1918, there were 167 Municipal Districts, and 189 Improvement Districts. In addition to the amendments necessary to The Municipal District Act in connection with the organization of all small Local Improvement Districts as Municipal Districts, the Act was amended to provide for the nomination and election of Councillors on February 20th and 27th respectively, instead of on the first and second Mondays of December as formerly. Provision was also made whereby only one audit each year of the books of a Municipal District is necessary. This audit is required to be made prior to the 30th of January, and copies of the auditor's report are required to be mailed to each elector on or before the 10th of February. By this arrangement, it is possible for the electors to have full details of the work for the whole of the past year before them when they deal with the question of electing councillors for the current year, and this puts them in a position to intelligently discuss the business of the municipality, and to exercise their franchises in a way which should have the best results in the conduct of business of the current year.

An amendment was also made to the effect that the appointment of an auditor is required to be approved by the Minister. This was asked for on account of complaints that came in from time to time from districts in regard to the work of the auditor. It is very necessary that a thorough audit be made of the business of the district so that the statement placed before the electors will give correct and full details of the work of the district for the year.

Authority was also given whereby action may be taken by a Municipal District to exterminate gophers on vacant land if the owners fails to take the necessary action. The amount spent in this way is chargeable against the land, but such expenditure cannot exceed 2 13-24 per acre.

All arrears of taxes on the lands within a Municipal District whether levied by this Department, by the School District or by the Municipal District, are now dealt with by the Municipal District in which the land is situated as far as action against the land is concerned. This will do away with the necessity of duplicate, and in some cases triplicate, tax enforcement proceedings.—Taken from the Annual Report.

McKIM'S DIRECTORY SHOWS MANY CHANGES IN PUBLISHING FIELD.

The Canadian Newspaper Directory for 1919, just issued by the publishers, A. McKim, Limited, Advertising Agency, of Montreal, Toronto, Winnipeg and London, England, indicates great activity in the publishing field during the past year.

While the number of daily papers published in 1918 diminishes from 135 to 126—due mainly to the effect of the high cost of newsprint, the total number of Canadian publications increased from 1,490 to 1,552. Fifty-five new weeklies have arisen during the past year.

Altogether, the situation warrants optimism of the soundest nature, reflecting, as it does, the healthy condition prevailing generally from East to West of the Dominion.

Whoever examines the pages of the McKim Directory with the care they deserve cannot fail to be impressed with the great labor involved in gleaning so many thousands of items of information. Not only is the entire field of Canadian publications covered, but the Directory is a complete gazetteer of every town and city in Canada and Newfoundland where a publication is issued. One may turn to it for information as to population, county seats, railways and waterways, telegraph, express and banking facilities.

THE HOUSING SCHEME POPULAR IN ONTARIO.

The number of municipalities in the Province now operating under the Ontario Housing Act, has grown to 74, including 17 cities, 33 towns, 14 villages and 10 townships. About 40 municipalities are actually building houses. Over 100 plans have been approved by the director, Mr. J. A. Ellis, and over 400 houses are in the course of construction.

How An Old City Is Governed In England

The following extracts, taken from a letter to our colleague, Mr. Howard S. Ross, K.C., from Councillor E. N. Humphreys of Chester, England, show not only the admiration that the people of the Homeland have for the part Canada played in the war, but her potentialities as they appeal to one who has studied her from afar. Mr. Humphrey's description of the government of the old City of Chester, one of the oldest in the world and whose Mayor (Sir John Frost) represents the third generation of Frosts who have served the city as mayor, will be of particular interest to municipal men in Canada.

To the Dominion of Canada, I—and many others—look with quickening of interest. In another generation or so you will have the largest population of any of the units composing that Commonwealth of Nations which we really mean when we say British Empire — not excepting the United Kingdom itself. It is an inspiring thought for any Canadian, whether easterner or westerner. The relations between the Dominion and the Mother Country and how the tie of affection and blood (so splendidly blazed to the world by the war) can be developed for the mutual support of each other and the greater good of humanity will be presently the question of the day. A big question. It will give fine scope for brainy statesmanship with big hearts behind it.

What magnificent heroism all the men have shown! There are spots in France and Flanders which will ring in Canadian History for ever—glory names made immortal by the men of the Dominion. And so with the men from Australia, from New Zealand and from South Africa. And so with all the regiments, old and new, from the Old Country.

Now our hope and conviction is that the Peace will be on right lines and lasting. We had our anxious times in this country when the submarine was active and the strategy of the Allied Staffs seemed slow in developing success. Of defeat we never thought—a stale-mate was the worst we admitted (which would have been a virtual defeat.) But when the U. S. A. came in the result was sure—humanly speaking. It was only a question of when? We have seen with great hope the policy of President Wilson developing on truly democratic lines and the noble ideal of a League of Nations which Lloyd George shares with Wilson taking practical shape. I am profoundly convinced that only on those lines can the world find safety from the peril that will otherwise engulf civilization.

In my "Economist" a week ago I was much interested to read of the campaign policy which the farmers of the Canadian west are initiating for freedom of trade—and improvement of social conditions. We are very much exercised over here on the question of Reconstruction and as to the degrees of Government interference with Industry that is likely to continue and for how long it will last. Every commodity has climbed up in price so high that manufacturers are at a loss to know what to do. Wages are very high and cannot come down until the prices of food fall. We are expecting some articles—margarine, meat, cheese and bacon—will fall this month. We hope wheat will also fall. If some substantial reduction in the cost of living and Government restrictions liberally removed, then industry must make a bold vigorous start on the policy of super-production of goods grown or made which alone can permanently repair the prodigious waste of war.

* * * * *

You have asked me, I think, once or twice, regarding our system of City Government—Municipal Government as we call it. Take Chester as an example—the city is divided into five wards—originally ecclesiastical parish areas and four of them are still named by the parishes: St. John, St. Oswald, St. Mary, Trinity, on a wide household residence, ownership, and lodger franchise (including even prior to the last Women's Suffrage Extension women voters—widows and spinsters possessing the residential qualification.) Six Councillors are elected for each ward—one third retire annually, i.e., 2 in each ward. Elections are by ballot—one day—polling from 8 a.m. to 8 p.m. The elected 30 councillors elect 10 aldermen. Two for each ward—

who hold office for six years. The whole council elect annually a mayor and a sheriff. The mayor's office qua council is that of president or chairman. In the city he is the First Magistrate during his year of office even though not otherwise a justice of the peace. The sheriff's office is really almost entirely a sinecure. Theoretically he is the King's officer for enforcing the Royal authority, i.e., Governmental. In his name are served writs, both civil and criminal, and is the nominal head of the executive side of justice.

The real business of the City Council is done by committees, of which the present in Chester are: 1. Finance (the chairman of each of the other standing committees and 5 other members of the council.) 2. Watch (13 members and the mayor), which control police and lighting—chief official—chief constable. 3. Improvement (15) streets, corporate property, 4. Public health (15) has medical officer's department, isolation hospital, etc. 5. Sewering (15.) 6. Library (9 members of council and 6 co-opted members representing learned societies of city.) 7. Town hall and parliamentary (15 members, with mayor and sheriff.) 8. Markets and Baths (15.) 9. Electricity (15.) 10. Tramways (15.) 11. Education committee (18 members of council, of whom mayor shall be one, and 9 co-opted members.) 12. Refuse disposal (15.) 13. General purposes (whole of members of council.) 14. Local pension (whole of members of council.) 15. Advertising. (12.) 16. Coal control (12.) 17. Small holdings and allotments (12.) 18. Housing (15.) 19. Mental deficiency act committee (9 members of council, 6 members of board of guardians.)

These committees will give you an idea of the departments in which civic administration is classified and run. During the war elections were suspended and vacancies filled by co-option by the council—by mutual arrangement on the nomination of the political party to which the deceased or retiring councillor belonged. By the request of friends (refused before) I was co-opted two or three years ago and am now deputy chairman of the finance committee and a member of the improvement, electricity and education councils. Like so many of my colleagues I cannot do justice to even these with their sub-committees, so do what I can as a pressing matter of public duty. I have not the time to serve at all and am often regretful that I yielded to persuasion. On the other hand the work of the city must be done and it seemed one of the ways in which those who could not go out on active service could help to "carry on" at home.

THE SUM OF FEMININE ACHIEVMENT.

By Dr. W. A. Newman Dorland, Captain in the medical section, officers' reserve corps, U. S. Army, and editor of The Gynaecological Society, and secretary of the Illinois Society of the Order of Founders and Patriots of America is published by The Stratford Company, 23 Oliver Street, Boston. (Price \$1.50 net.)

The book contains a minute, complete and fascinating account of the work accomplished by the women of the world. A really valuable amount of information has been collected in this book, and the author proves, if it needed further proof that woman's genius, in spite of obstacles, has flowered in every field in all times.

As a source of reference alone, the book is invaluable and one cannot but admire the industry of the author in getting together from so many sources such a splendid lot of useful and interesting material.

There is an alphabetical appendix, most comprehensive in scope, of the great women of history, including those living, with an account of the life work of each.

The numerous movements of the present day, originated, guided or aided by women, are of tremendous importance and possess the deepest philosophical significance. The course of development of the education of women has been in cycles, and at the present time there appears to have been reached an unusual wave, sweeping on the movement with unusual force and energy.—Howard S. Ross.

The Housing Question In The West

By THOMAS ADAMS,

Housing and Town Planning Adviser to the Housing Committee of the Cabinet.

Practically the only criticism of the Federal Housing project has come from the west. Some persons say that the Federal Government should deal with the matter as a national policy, apparently meaning that the Federal Government should take the responsibility for building the houses. This suggestion is heard in the provinces that have not adopted the Federal scheme and it seems to be mixed up with a misunderstanding regarding the conditions attached to that scheme.

In a recent visit to Calgary, Mr. A. G. Dalzell, representing the office of the Housing and Town Planning Adviser to the Dominion, found that there was a wrong impression in Alberta regarding the Dominion Government scheme, and that it was probably owing to this that Alberta had not adopted the Act.

Project Not Limited to Returned Soldiers.

The impression got abroad that the project was limited to returned soldiers and that the Federal loan must be regarded as part of the civic debt. Now while the Federal scheme recommends that the erection of houses should be particularly for returned soldiers it leaves the matter entirely within the discretion of the provinces. It does not make any conditions regarding the treatment of the loan as part of the borrowing power of the municipalities and, so far as information at headquarters goes, there is no case in which the province has insisted on treating the loan as part of the borrowing power of the city for ordinary purpose.

Adoption of Loan Would Stabilize Local Improvement Values.

If the Federal loan is used by the cities to build houses it will stabilize the expenditure already incurred in local improvements. In many cities in Western Canada, sewers, water-mains, pavements, sidewalks, etc., have been laid over miles of vacant frontage. The purpose for which these have been laid has been to serve building and until the buildings are erected no revenue, strictly speaking, can be obtained from the local improvements. In other words, many millions of dollars have been spent in making land fit for building purposes, but for want of building the investment has produced no income for the owners of the land and indirectly has affected the income of the cities and has enormously increased the taxes.

The Uses of the Federal Loan.

It is just as though a farmer had bought a fine, fertile farm and built a series of magnificent fences; laid down an expensive highway to the city; put in drains, water supplies and perhaps even a foundation for his barn and dwelling and then found that all his capital was exhausted before he could put up an actual building. Someone comes along and lends him enough money at 5 per cent. to finish his building and buy stock and implements. That money has a greater income producing value to him than is reflected in the actual buildings he erects, because it converts the whole of the farm into a workable instrument of production, and his previous expenditure on improvements was useless without the subsequent expenditure on buildings.

Make Vacant Lots Productive.

Some of our western cities are in the same position as that farmer in regard to a great deal of their real estate. They need the money to be spent on building to make their vacant lots productive of revenue and indirectly to pay interest on their expenditure. The Government loan of 5 per cent. is available for that purpose and it seems curious that where it is most needed it has not been utilized. "Canadian Finance," a sound commercial paper, seeking what is best for the country, which can hardly be said to be favorable to Government paternalism, refers to the reasons for inactivity in regard to the construction of dwellings in the western provinces.

In the first place it says that the Dominion Government shouldered what many considered to be a national responsibility upon the local authorities. What else could the Dominion Government do, unless it undertook local responsibilities in connection with purchasing land, constructing local improvements, assessments, etc.?

Civic Problems Are One.

One difficulty of housing reform is the popular tendency to divide up civic problems into compartments as if industry, housing, public utilities, water supply, etc., did not really constitute one connected problem. Without loss of self-government the municipality cannot transfer its obligations for housing to any other government authority. The most the Dominion Government can do is to advise, to create object lessons, and to lend money at a low rate of interest. If it does these things on a big enough scale it will make a great contribution to the solution of the question. A pertinent argument would be that it should do more than it is doing at present, but in the same direction. But to encroach upon local autonomy would raise conflict with most of the provinces and municipalities. Take the question of buying land for housing schemes. That is mixed up with the assessment of land by the local authorities. Take the question of supplying water and pavements and charging for them as taxes. How can these things be separated from housing? And, after all, it is surely desirable that the municipalities should be the responsible authorities for their housing conditions, good or bad.

What Has Been Done.

"Canadian Finance," says that we could speed up the housing machinery and that the Dominion Government should not be satisfied with merely offering to lend money. This may be true, but here again the Dominion Government can only proceed with the help and sympathy of the provinces and has to consider provincial prerogatives at every step. The chief initiative has so far been taken by the Dominion Government and no alternative to its modus operandi of a practical nature has been proposed.

In Nova Scotia, Prince Edward Island, New Brunswick, Quebec, Ontario, Manitoba and British Columbia housing schemes have been prepared under housing legislation passed for the purpose. That has all been done in the space of three or four months, which, having regard to the complexities of the subject and the conflict with the traditions of the past may be regarded as satisfactory progress. Co-operation of federal, provincial and municipal authority has been sought as the soundest method of procedure and it has been largely attained. Actual building can now be taken up energetically by the municipalities in these provinces and every help that can be rendered is being given by the Dominion office in furnishing plans, shaping schemes and supplying information.

Raising Standards.

Housing is a problem of immense difficulty and cannot be dealt with as rapidly as many persons imagine. The problem is not simply to supply houses, but to supply better houses. It should be part of the reconstruction policy to improve upon the crude and unscientific methods of the past. How to plan and build houses for purposes of health, conservation of fuel, economy in the use of material and domestic labor and amenity of environment has become a modern science. There is probably no question that requires more research work and larger vision and no subject that, until recent years, has received less attention.

Correspondence has been received from returned soldiers and others in Alberta asking for aid for building houses. Under the law they can only be referred to the province or the municipalities and it is urgent that something should be done locally to meet their needs.

Housing and Citizenship.

Apart from the importance of erecting buildings to stabilize civic finances probably the next most important question in western cities is the erection of a more permanent form of structure as the home of the worker. At present we cannot delude ourselves with the idea that the bulk of the workers are living in satisfactory homes. Too many of them are either living in shacks or in the discarded homes of other people. It is only necessary to look around and see what is available at a cost of \$2,000 or a rental of less than \$20 a month to answer the question as to whether our working men are satisfactorily housed. If you have a people living in temporary or discarded buildings their

Housing Scheme In Bloemfontein, South Africa---

It is estimated that at least 300 homes are needed in Bloemfontein to house those in overcrowded areas, people living in hotels and boarding houses, those sharing houses, and those people whose families are kept at the coast, and the number of married men we expect will come here if there is sufficient accommodation.

The Town Council are prepared to build all the houses that are needed by railway men provided they had a definite assurance from the administration that the long ago proposed extension of the works will materialize in the near future and a promise that the administration would endeavor to draft men here sufficient to keep the houses filled.

It is proposed to charge interest on a 6 per cent. basis unless the Union Government will advance money for housing at a lower rate when the benefit will be given to the tenant or owner.

It is suggested we build in quantity so as to get the greatest economy, doing our own planning and supervision at cost.

Artisan Cottages.

The next lot of cottages proposed will be the usual 4 rooms with small kitchen, pantry and bathroom and fair sized garden. It is hoped to get these for £850, or with ground £900. Rental 10% = £90. = £7. 10.0 a month or hire purchase 12% = £9. a month of which £3 would be saving contracts for these and 3 roomed cottages would be made in say 20s., and we would continue building until the demand had been satisfied.

Artisans' Villas.

Citizens wanting their own kind of house will be dealt with under the present scheme, viz., buying the land, the Council advancing the cost of the building at 6%, repaying monthly.

Laborers' Cottages.

It is proposed to build a number of these under the Sewer Outfall having acre irrigated plots, similar to the present 3-roomed laborer cottages near the Gaol. The rent including irrigated land would be about £4 a month. These would be built preferably by the laborers themselves, failing these by contract until the demand had been satisfied. There is every chance that the laborer can make the £4 a month out of the plot (for details, see Social Welfare Survey herewith.)

Generally.

The Council is naturally reluctant to build on the present high prices of materials when it is certain there will be considerable depreciation within a few years. This risk

HOUSING QUESTION IN WEST—(Continued).

citizenship, their ideals, their whole attitude as social entities is transient and unstable.

To give permanence and stability to their citizenship we must try not only to Canadianize them but to localize them in an environment where home life takes on the best traditions and restlessness is abolished by the amenities of home. We need to encourage people to the utmost to own their own homes, but they must be real homes and as free of encumbrance as possible. Means should be devised for the building of cheap but permanent dwellings on land that should not cost more than one-tenth of the cost of the home and the terms should be made easy so as not to encumber their lives with debt, they cannot pay.

Constructive criticism is Needed.

The Federal Housing project is at least a beginning in the right direction. It has been commended by the press and by individuals in both the United States and Great Britain as the most reasonable and practical of the housing schemes now being promoted in free countries. To be sound in principle is something but results are needed. It is difficult to see how these can be attained except by local action. In the direction that such action should be stimulated by central advice and aid, there may be room for improvement. Constructive criticism might very well be applied to showing the reason for a greater degree of national activity in that direction, but it is desirable that responsibility for housing should continue to be assumed by the local governments.

would, however, be faced provided there was hope of considerable expansion in the personnel of the Administration in Bloemfontein.

Municipality of Bloemfontein Housing Scheme.

WHAT HAS BEEN DONE.

This may be summarized as follows:

- (a) We have advanced £160,000 to persons willing to build their own homes, selling them the ground at an average of £1 per foot frontage. When ground is paid for, we advance up to the full cost of the house on first mortgage provided collateral security of another decent name is given for about one-fourth of the loan.
- (b) White laborers' cottages. 24 have been built so far for letting only. Rents (including water)

2 rooms	£1.10.0
3 "	£2.10.0

 The occupants helped to build these houses.
- (c) Employees Houses. Council have provided for all employees who have to live near their work, (15.) The rent £10 of house value which includes free water and light.
- (d) Artisans' Cottages. Construction is about to proceed with 16 cottages each consisting of 3 rooms, kitchen, bathroom and W. C. Estimated cost including ground £600.

These will be let at 10% gross cost, or will be sold to any one at cost on the hire purchase system paying say 12% or 1% per month, whereby the house and ground will be theirs in 17 years.

It is proposed that the rate of interest to be charged be lowered to 6%, but if loan funds can be secured from the Government at 5%, a corresponding reduction can be made to the tenant or purchaser.

NINETEENTH ANNUAL CONVENTION OF THE UNION OF CANADIAN MUNICIPALITIES

Kingston—August 12th, 13th and 14th, 1919.

His Worship the Mayor and Council—

Dear Sirs,—By the cordial invitation of His Worship Mayor Newman, and the City Council, the Annual Convention of the Union of Canadian Municipalities will be held in the City of Kingston, on Tuesday, Wednesday and Thursday, August 12th, 13th, and 14th.

Matter of very great importance to your municipality will be presented at this Convention, therefore you are earnestly invited to send one or more delegates to take an active part in the proceedings.

The Union of Canadian Municipalities is your Union, and the only Dominion-wide organization through which your municipality can co-operate and exert its influence.

Trusting to have your whole-hearted co-operation and support.

Please send me as early as possible the names of your delegates.

Sincerely yours,

G. S. WILSON,

Asst. Sec. U.C.M.

The Development of the Union of Canadian Municipalities

To Every Mayor and Council in Canada,—

Gentlemen,—Through the emasculating of the Municipal protective clauses in the Revised Railway Act that was recently passed by the Parliament of Canada your Council, like all other municipal Councils, have practically lost the right to control the activities of any public service corporation with a Federal charter that may wish to enter your municipality, however much such action may be to the disadvantage of the citizens. This filching away of the right of any municipality to control its own streets, etc., so far as Dominion legislation is concerned was made possible because of the apathy of most of the municipal councils towards the Revised Railway Act, even though they knew or should have known from their lawyers, that all the clauses protecting municipal rights in any Federal legislation were inserted in the Railway Act.

The Union of Canadian Municipalities did put up a stiff fight to retain the clauses in the new act, but failed for lack of proper support, and the question now is, what is to be done if the municipalities are to get back their rights?

There is only one way—**BY EVERY MUNICIPALITY IN CANADA JOINING TOGETHER IN ONE STRONG BODY**, and the enclosed scheme for re-organizing the Union is to try and bring about such an union.

May we ask you to study the scheme and if acceptable to please let us know. Better still please, send delegates to the coming convention of the Union of Canadian Municipalities to be held in Kingston, August 12, 13, and 14, with power to thrash out the question. In justice to yourselves and your community your Council should take up this matter.

THE EDITOR.

EXTRACTS FROM MINUTES OF A SPECIAL MEETING OF A COMMITTEE OF THE UNION OF CANADIAN MUNICIPALITIES, HELD AT FREEMAN'S HOTEL, MONTREAL, ON WEDNESDAY, THE SECOND DAY OF JULY, 1919.

PRESENT:—

Pres.—T. D. Bouchard, Mayor of St. Hyacinthe.

Hon. Sec.—T. D. Lighthall, K.C.

Mayor McLagan—City of Westmount.

Mayor Beaubien—City of Outremont.

Mayor Prieur—Pointe-aux-Trembles.

G. S. Wilson—Asst. Sec. Treas. U.C.M.

H. J. Ross, M.L.I.—Hon. Auditor U.C.M.

E. T. Sampson, City Clerk of Outremont.

Harry Bragg—Ex-Municipal Representative
Repatriation Committee

Frederick Wright—Editor of Canadian
Municipal Journal.

There was submitted by Mr. Wright a draft scheme for reorganization of the Union of Canadian Municipalities. After consideration it was proposed by Mayor Beaubien, seconded by Mayor Prieur and resolved:—

“That the scheme of reorganization of the Union of Canadian Municipalities now submitted to this Committee, as amended, be and is hereby approved and recommended for adoption by the said Union at its next Convention to be held in Kingston, Ont., on August 12, 13, and 14, 1919.”

THE SCHEME OF RE-ORGANIZATION.

For eighteen years the Union of Canadian Municipalities has been fighting the battles of the municipalities of the Dominion, and, considering the small amount of income that it has received from fees—about \$71,000 in all, or less than \$4,300 per year—it is remarkable what it has achieved. In monetary values alone it is computed that for every thousand dollars received by the union it has in one way or other saved municipal Canada at least one million dollars. In addition it has been able to place on the statute books of Ottawa and the Provincial capitals act after act, all safeguarding the auton-

omy and interests of the municipalities, and it has, through conventions, not only been the means of introducing many reforms in Canada, but has broadened out the system of local government itself.

The Union has a History to be Proud of.

..To-day we are going through the throes of new conditions — industrial — social — economical — and every question affecting the people affects the municipal life of the country. The Union, as the national organization of the municipal councils

DEVELOPMENT OF THE U. C. M.—Continued. of Canada must adapt itself to these new conditions. It must develop. It must broaden its constitution and activities. It must make itself the indispensable co-ordinating force and representative of each of the 3,600 municipal councils whose authority cover every foot of the Dominion. And it is up to each council, as the elected representatives of the community, to back up the Union in every way possible.

Combined in one strong body, municipal Canada can do anything for the people; divided, it can do nothing.

The following suggestions to enable the Union of Canadian Municipalities to meet the new conditions are presented with the hope that they will be acted upon by the Convention to be held in Kingston, and also by every council in the country.

SUGGESTIONS FOR RE-ORGANIZING THE UNION.

That the Union be incorporated.

That five Trustees be elected from among the most influential Municipal men in the Dominion, irrespective of position, who together with the President, and three Vice-Presidents, will constitute the Board of Management.

That the scope of the Union be enlarged to include rural councils.

That the rule limiting the officers of the Union to executive officials be eliminated.

That the Provincial Vice-Presidents will, in each province, consist of the President and Vice-President of the Provincial Union, or Unions, one urban mayor, one rural mayor, and two municipal officers, who will form themselves into a Provincial Board to deal with general municipal matters, and Dominion legislation particularly, as they may affect the province.

That an executive Dominion committee be formed, made up of the Board of Management and two representatives from each Provincial Board.

That the general Executive of the Union be directly represented at all Provincial conventions by at least one delegate.

That special branches, or departments, of the Union be established to deal separately with municipal officers and their administration—FINANCE — PUBLIC WORKS — PUBLIC SAFETY — HEALTH.

Each branch to have its own secretary, who will be responsible to the general secretary.

That the office of Secretary-Treasurer be done away and two offices, that of Secretary and Treasurer, be instituted in its place.

That for the year 1919-20 an Hon. Secretary be elected by the Kingston Convention, the said office to cease with the Convention of 1920. That the Editor of the Canadian Municipal Journal, being willing, be elected to the office of Hon. Secretary for the special purpose of reorganizing the Union.

That commencing with the 1920 season a permanent Secretary be appointed by the Board of Management at a salary of \$5,000 per year.

That the Treasurer be appointed at once at a salary of \$2,000; the said treasurer to be responsible to the board of management.

That a special fund be created with the object of engaging the services of general and consulting counsel for a period of five years at an annual fee of \$10,000.

That the Union meet twice a year in Convention and the Executive Committee at least four times.

That the members of the executive committee be paid

all expenses by the Union when attending Committee meetings.

That the Conventions be held alternatively in Winnipeg, Toronto and Montreal, and that all executive meetings be held in Ottawa, unless the said meetings be held during the time of Convention when they will be held at the same place as the Convention.

That all papers to be read or resolutions to be presented at any convention be in the hands of the Secretary at least four weeks before date of convention, the secretary in turn to immediately have same, or an epitome, printed and distributed.

That the Hon. Secretary organize a campaign to collect the necessary funds to enable the Board of Management to carry on the work of the Union, and in particular to carry out the above suggestions.

REASONS FOR THE ABOVE SUGGESTIONS.

That the Union be incorporated.

That five Trustees be elected from among the most influential Municipal men in the Dominion, irrespective of position, who, together with the President, and three Vice-Presidents will constitute the Board of Management.

The principal weakness of the Union has always been the lack of responsibility on the part of the executive because of the changing personnel of its members, with the result that all the work and responsibility have fallen on the shoulders of the Hon. Secretary-Treasurer (Mr. W. D. Lighthall, K.C.), and his assistant (Mr. G. S. Wilson), Mr. Lighthall has carried on the work of the Union for eighteen years with no remuneration to himself, and often under the most discouraging conditions, and there is no doubt that had it not been for the single-minded self-sacrifice of this gentleman the Union would have gone under long ago.

Mr. Lighthall is now resigning the secretaryship so that it behoves the members to spread the responsibility, and this can only be done effectively by incorporating the Union for then more continuous responsibility would be placed on the Executive.

That the scope of the Union be enlarged to include Rural Councils.

In the past the Union has limited its activities to the urban councils of Canada, though every Council, whether urban or rural, has always had the right to call upon the secretary for advice on municipal matters, and many of the rural councils have taken advantage of the privilege. But if the Union is to be strong and really representative of the municipal life of the country it is very necessary that the rural councils become active members, not only for the benefit of the whole, but for the benefit of themselves.

That the rule limiting the officers of the Union to Executive officials be eliminated.

Under the present constitution no one other than active municipal executives are eligible for office in the Union, which has caused much heartburning amongst excellent men who, after election to the presidency, have had to be replaced because they had lost their local elections. What is more, no municipal officer can be elected though he may represent his council at convention. Such an anomaly is not in keeping with the progress of the Union and should be eliminated.

That the Provincial Vice-Presidents will, in each Province, consist of the President and Vice-President of the Provincial Union, or Unions, one Urban Mayor, one Rural Mayor and two Municipal officers, who will form themselves into a Provincial Board to deal with general Municipal matters, and Dominion legislation in particular, as they may affect the Province.

Though the Union is supposed to be affiliated with all the Provincial unions there is not that co-operation that there would be had the system of electing the Provincial Vice-Presidents been along lines similar to the above suggestion, which in practice is to co-ordinate all municipal activities without interfering with the autonomy or initiative of any provincial or local body. Such co-operation would undoubtedly bind together the rural and urban councils for a common cause, and would at the same time establish a spirit of comradeship between the Provincial and Dominion Unions.

That an Executive Dominion Committee be formed, made up of the Board of Management and two representatives from each Provincial Board.

DEVELOPMENT OF THE U. C. M.—Continued.

As distinct from the Board of Management, which is primarily for the business administration, it is necessary to have an executive committee to control the general policy of the Union. Such a committee must be as representative as possible without being unwieldy, and it is suggested that the above formation would meet the conditions.

That the Executive of the Union be directly represented at all Provincial Conventions by at least one delegate.

In the past it has been the practice to ask some local man to represent the Union at Provincial conventions. This is not conducive to co-operation neither is it fair to the delegates to the local conventions who should have the opportunity to exchange views with someone in personal and close touch with the activities of the Dominion Union.

That special branches, or departments, of the Union be established to deal separately with Municipal officers and their administration—Finance—Public Works—Public Safety—Health. Each branch to have its own secretary, who will be responsible to the general secretary.

Municipal department administration in Canada has not by any means reached such a high standard of efficiency that we can be proud of it. Outside a few brilliant exceptions the municipal officer sees no idealism in his work consequently he gets into a rut. He does not seem to realize that good departmental administration means good government. He lacks vision. No good work can result from such an attitude, and the above suggestion is to enable him to meet his fellow officers and discuss his difficulties and aspirations. It is suggested that at each convention special days be given for the discussion of matters affecting directly the different departments.

That the office of Secretary-Treasurer be done away with and two offices, that of Secretary and Treasurer, be instituted in its place. That for the year 1919-20 an Hon. Secretary be elected by the Kingston Convention, the said office to cease with the convention of 1920. That the Editor of the Canadian Municipal Journal, he being willing, be elected to the office of Hon. Secretary for the special purpose of re-organizing the Union.

That commencing with the 1920 season, a permanent Secretary be appointed by the Board of Management at a salary of \$5,000 per year.

That the Treasurer be appointed at once at a salary of \$2,000; the said Treasurer to be responsible to the Board of Management.

The above suggestions speak for themselves. Under the change the Union is enabled to retain the services of Mr. G. S. Wilson, who for sixteen years has given good and faithful service as assistant secretary-treasurer. It is suggested that Mr. Wilson be induced to take the treasurership of the Union. The change will also enable the Union to secure Mr. Frederick Wright as Hon. Secretary, who will thus be able to carry out the re-organization of the Union on the lines suggested in this report. So far as the permanent secretaryship of the Union is concerned it is expedient that such an appointment be put off for twelve months to enable first, the securing of the necessary funds to pay an adequate salary, and second, to give ample time to the Board of Management to select the right man.

That a special fund be created for the purpose of engaging the services of General and Consulting Counsel for a period of five years at an annual fee of \$10,000.

Outside the general advancement of municipal Canada the Union of Canadian Municipalities was organized by Mr. W. D. Lighthall, K.C., for a specific purpose, namely, to protect the municipalities of Canada from the charter sharks who up to that time had had things very much their own way. After years of hard and often bitter fighting the Union was enabled to have inserted in the Railway Act certain clauses that amply protected the municipalities against those who would exploit them for their own profit. But the protective clauses in the general Railway Act were not enough. It was necessary that these same clauses be inserted in every charter affecting the rights of the people, whether the charter be of a national, provincial or local character. This meant constant vigilance on the part of the Union, and practically every private utility bill had to be examined personally by Mr. Lighthall, and many journeys has he made to Ottawa for the purpose of insisting on the clauses being inserted in some charter in which they had been left out. In addition many municipal councils have been saved from giv-

ing away franchises which to-day are valuable assets to the municipalities in question. In other words had it not been for the pertinacity of the Union municipal Canada would to-day be without any rights at all regarding Dominion charters. Its autonomy would have been lost, and telephone companies, railways, power companies, etc., would have had the right to dig up streets, lay rails or run wires anywhere they wished without having to get the permission of local authorities. At the beginning of this year the Union could fairly claim that through its efforts municipal Canada was in a strong position so far as Dominion legislation affecting its rights was concerned. This is not so to-day. A severe blow has recently been dealt the municipalities in the passing of the Revised Railway Act in which the municipal protective clauses as they appeared in the old Railway Act, and for which so much hard fighting has been done, have been so emasculated as to have lost their protective value, meaning that the municipalities have practically lost their local control over public utilities with Federal charters.

This is a serious position for the local authorities, and to make matters worse it is at this time, when a legal man is really wanted, that Mr. Lighthall is resigning from the secretaryship for the very good reason that after eighteen years of grind for which he has received nothing but thanks, he finds that he cannot afford to give so much of his time and energy to the work of the Union. The suggestion is that Mr. Lighthall be retained as general counsel for the Union at an adequate fee. He to give his whole time to the work, which, in addition to looking after municipal legislation at Ottawa will be to act as consulting counsel to the different municipal councils comprising the Union.

That the Union meet twice a year in convention and the Executive Committee at least four times.

That the members of the Executive Committee be paid all expenses by the Union when attending committee meetings.

During recent years municipal problems have become so complex that to intelligently understand them it is suggested that municipal men should meet more often than once a year. The idea is that in addition to the summer convention there should be a winter session.

To carry on the growing work of the Union it is advisable that the Executive Committee meet at least four times a year, and it is obvious that unless their expenses are paid the members cannot be expected to attend.

That the Conventions be held alternatively in Winnipeg, Toronto and Montreal, and that all Executive meetings be held in Ottawa.

By comparatively centralizing the Conventions of the Union better attendances would be assured, and the national character of the Union maintained. The experience in the past has been that when the convention was held in far distant places there was a tendency to localize the proceedings, which generally have not been in the interests of municipal Canada. For executive meetings the city of Ottawa, as the Capital, is the logical meeting place.

That all papers to be read or resolutions to be presented at any convention be in the hands of the secretary at least four weeks before date of convention, the secretary in turn to immediately have same, or an epitome, printed and distributed.

Many delegates have complained at recent conventions that not being fully acquainted with the papers presented they were not able to discuss them intelligently. By the above scheme every delegate will have a copy in his hands at least a week before convention so that he will have ample time to digest the contents.

That the Hon. Secretary organize a campaign to collect the necessary funds to enable the Board of Management to carry on the work of the Union, and in particular to carry out the above suggestions.

To carry out such a programme as suggested in this report will require an annual income of about \$25,000, which, spread over every municipality, is not a large sum, particularly when it is considered what excellent results can be attained by the money for the benefit of each municipality. It is suggested that arrangements be made by which the Hon. Secretary or his representatives will tour the whole of municipal Canada and lay before each council the claims of the Union. By these means it is hoped that enough funds will be forthcoming to carry on the great work of municipal development in every part of the Dominion.

HOW TERMINAL CONGESTION HITS YOUR TOWN OR CITY.

The town of Domville is packed from Stem to Gudgeon with men and women determined to "get on." You can see it written all over their faces—Determination! Be hind them—poverty, Nobodydom. Ahead gleams the hope of just a little more money, a little better house, and the luxury of wasting a little time on little follies that have nothing to do with the daily grind—thank Heavens! Such is the goal. But in the meantime the city of Domville somehow suggests a free-for-all bicycle race—everybody grinding ahead, head down, panting—"getting there!"

Now the advertising for the city of Domville points with pride to the number of miles of cement sidewalk, the good water, the view, the climate, and the shortness of the distance from the famous seaport of Xport. It contains pictures of the Mayor and the fire commissioner and a boast that the tax rate is the lowest in so many provinces—the assessment rate being kindly overlooked in the general enthusiasm.

But the thing that keeps Domville busy, giving citizens and citizenesses something to be determined about in that special part of the world, is a seemingly dirty, grimy, greasy, shabby current of unromantic-looking traffic, flowing in and flowing out every day of the year like water through a mill wheel. The banks of this river of goods are steel—steel rails! From main line to Receiving tracks, from Receiving tracks to Classification tracks, from Classification tracks to the final Delivery tracks—10 miles in all. Every day, in the wooden bellies of cars that reek of steam, oil, and sweating iron, a thousand tons roll in on these rails and five hundred tons roll out again.

By converting this thousand tons of Raw Materials into 500 tons of Finished or Semi-finished Materials, 10 factories are kept busy in the city of Domville.

These support directly 7,000 families, or 53,000 souls.

These in turn support 3 ragmen, 29 grocers, 2 custom brokers, 27 butchers, 2,000 landlords, 10 shoemakers, 6 movies, a post office, 10 insurance agents, a blind news-agent, 3 automobile liveries, 10 Chinese laundries and 4 steam laundries, 11 barbers, 20 lawyers, an optician, 4 undertakers, 13 doctors, 1 fortune teller, 20 dentists, 4 house painters, 20 preachers, 8 banks, 3 jewellers, an Indian medicine man whose real name is Irish, 4 bakers, 6 milkmen, a worm cure specialist, 14 telephone girls, 2 soda water fountains, 5 hotels, a scissors grinder, a huckster, a teacher of "voice production," 30 stenographers, and a woman who sell canaries.

Not one of these draws a pay check or collects bill or fee but it is somehow charged against the 500 tons of finished goods made every day out of 1,000 tons of raw material imported over the rails that link Domville with the world. Even the retired farmers, reading the patent medicine booklets under the chestnuts on back streets, know it.

Catastrophe came to Domville. Influenza, which left Domville itself untouched, removed the yardmaster of the Harbor Commissioners of the city of Xport. The new yardmaster, lacking tact, precipitated indirectly a strike of longshoremen. The longshoremen refused to load ships. Ships en route to Xport were ordered to other ports for cargo. Those in port, still without cargo, sailed for, say, Delaware Breakwater. Freight cars piled up on the dock-side tracks, waiting to be unloaded. The available car storage facilities in Xport were consumed. Incoming freight trains were ordered to "set out" cars on sidings en route. The railways flashed embargoes across the continent: Embargo all goods, except this and that and so (necessaries of life) consigned to Xport. Two hundred miles up country Domville found eastbound freight cars remaining in its yards instead of passing east to Xport.

About this time, too, a rail route paralleling Domville to the southward collapsed. And next day an important feeder from Domville to another port was plugged for twelve hours by a mishap to a bridge.

Domville found its Classification tracks suddenly crowded with loaded cars. Even the rapid clearing of local Delivery tracks helped only a little. From the full Delivery tracks cars backed into the Classification tracks. Even the

THE MINISTER FOR MUNICIPAL AFFAIRS FOR THE PROVINCE OF ALBERTA.

S. P. WILLIAMS, Stettler, Alberta.

Judging from the receptions given at organization meetings in regard to Municipal Hospitals throughout the country civic officials and ratepayers generally realize that they have a big man at the head of the Department of Municipal Affairs and Health in the person of Hon. A. G. MacKay.

We may not all agree with Mr. MacKay on strictly Party lines, but "honor to whom honor is due," and if the province is to reap betterment by able and aggressive administration in such an important sphere, surely we should all be big enough to bury our party feelings and do our utmost to support a minister whose activity and earnest endeavor to promote the welfare of the province is so marked.

During the last year many important municipal amendments have been brought down by Mr. MacKay and have been placed on the statutes. In this regard might be mentioned the doing away of the old tax enforcement system, which was expensive and cumbersome; tax sale proceedings now being instituted for towns, villages and rural districts; this later form of compelling payment of arrears being concise, well understood and thoroughly practical.

Another amendment for Municipal bodies allows the payment of arrears of taxes to be spread over a period of eight years provided each year current year's taxes are paid as well; this is optional with the bodies controlling. Franchise amendments have been put in force allowing the registration of voters even after the polls open at an election time, provided of course that the persons so registering are otherwise qualified.

In regard to the tremendously important matter of Public Health Mr. MacKay has improved the Municipal Hospital bill so that it is now thoroughly practical and many of these Municipal hospitals are in course of formation throughout the province at the present time. He has also introduced a system of Child's Welfare Stations whereby public and free nursing and medical inspections may be had by the people at a nominal cost to the districts taking advantage of the service. His Government is supporting a Tuberculosis Hospital at Calgary and many other important health measures are at present under consideration.

Mr. MacKay believes in divided responsibility between the Government and the district or unit adopting his schemes. He argues that the people are better served by paying and administering their own financial affairs, the Department generally paying their own salaries of those employed in the work, supervising their labors and insisting on a general standard of efficiency.

The above are only a few of the recent advances and the promise for the future seems most bright. The general feeling appears to be that in the Hon. A. G. MacKay, Minister of Municipal Affairs and Health for the Province of Alberta, we have a live organizer, a keen worker and an able head for that branch of the Government directly affecting the health, well-being and happiness of the people.

Receiving tracks were threatened. Cars of raw material on the way to the Domville factories could not be "placed" for unloading. Reserves of raw material in these factories disappeared. Orders piled up in shipping rooms. Bills of Lading, in the case of the smaller factories, could not be financed. A few factories continued to manufacture "for stock," but that came to an end with their supplies of raw material. Others cut things to a half-time basis. Two closed down. One, that had been making a nip-and-tuck fight to keep alive, went into the hands of a receiver because failure in its deliveries had alienated its chief friendly customer.

The city of Domville shrank perceptibly. One thousand hands were out of work, selling their Victory Bonds to bridge the gap. Two hundred left Domville—and the landlords suffered. Five grocers collapsed in the next six months. The youngest doctor had to write home for funds. Banking, insurance, storekeeping—every kind of enterprise suffered. Tax sales in the city of Domville were five times as large in that year as in the year before. Receiverships multiplied. The busy, thrifty, hopeful people of Domville were set back five years in the struggle for prosperity.

Industrial Councils

FRANCES J. HANKIN.

SEC. RECONSTRUCTION GROUPS OF CANADA.



President Wilson in his recent message to Congress has said the following:—

"The question which stands at the front of all others in every country amid the present great awakening is the question of labor; and perhaps I can speak of it with as great advantage while engrossed in the consideration of interests which affect all countries alike, as I could at home and amidst the interests which naturally most affect my thoughts because they are interests of our own people.

"By the question of labor I do not mean the question of efficient industrial production, the question of how labor is to be obtained and made effective in the great process of sustaining populations and winning success amidst commercial and industrial rivalries. I mean that much greater and more vital question—how are the men and women who do the daily labor of the world in the conditions of their labor to be made happier, and to be served better by the communities and industries which their labor sustains and advances? How are they to be given their right advantage as citizens and human beings?

"We cannot go any further in our present direction. We have already gone too far. We cannot live our right life as a nation or achieve our proper success as an industrial community if capital and labor are to continue to be antagonistic instead of being partners—if they are to continue to distrust one another and contrive how they can get the better of one another.

"Or what, perhaps, amounts to the same thing, calculate by what form and degree of coercion they can manage to extort on the one hand and work enough to make their enterprise profitable, and on the other hand, justice and fair treatment enough to make life tolerable. That bad road has turned out a blind alley. It is no thoroughfare to real prosperity. We must find another, leading in another direction and to a very different destination. It must lead not merely to accommodation, but also to a genuine co-operation and partnership based upon a real community of interest and participation in control.

"There is now, in fact, a real community of interest between capital and labor, but it has never been made evident in action. It can be made operative and manifest only in a new organization of industry. The genius of our business men and the sound practical sense of our workers can certainly work such partnership out when once they realize exactly what it is that they seek and sincerely adopt a common purpose with regard to it.

"The object of all reform in this essential matter must be genuine democratization of industry based upon a full recognition of the right of those who work, in whatever rank, to participate in some organic way in every direction which directly affects their welfare or the part they are to play in industry."

Great Britain has already done much practical work in the institution of policies based upon the principles outlined by President Wilson. These policies have been adopted partly as a consequence of a sincere desire to alleviate the condition of the working classes, but also, and very likely principally, because it is recognized that what has been done and what is being done is the minimum which is necessary in order to avoid revolutionary measures accompanied by suffering and possible bloodshed. The chief of these policies is the adoption of the Whitley Industrial Councils, which are described in this article. Other policies and principles have been agreed to, and these are succinctly described in the following extract from the New York "World" under the title of

A League of Industry.

"Economic conditions which only a month ago threatened political revolution in Great Britain have by friendly and patriotic conferences between employers and employees been made to serve the cause of justice and progress. Nothing happening since the armistice has given greater promise of peace and security in that empire.

"When the Government appointed a committee representing capital and labor to consider industrial conflicts amounting almost to civil war the situation was looked upon as desperate if not hopeless. In three weeks' time thanks to reason and conciliation eight hundred delegates, popularly supposed to belong to hostile classes found common ground and agreed upon a policy which if accepted by Parliament should become an example to the world.

"First of all collective bargaining is to be officially established. A national council, half capital and half labor, is to be created to be accepted by the Government as the normal channel through which the opinion of industry will be made known. The recognition of trade unions is accompanied by the provision that both employers and employees must obey the orders of their respective organizations. The standard labor week is fixed at forty-eight hours; overtime is discouraged; a minimum wage is recommended and there are other propositions in regard to child labor, unemployment, old age and housing.

"Of highest importance is all this because now in a legal sense are the recognition of collective bargaining and the enforced authority of organizations of labor as well as of capital. With these rules embedded in law, the man whether employer or employee, who has nothing to arbitrate and who intends to do as he pleases regardless of community rights will find himself in disfavor. There is nowhere else in the world so sure a safeguard against industrial tyranny, bad faith and violence.

"This agreement provides for a league of industry as truly as the covenant now under consideration at Paris contemplates a League of Nations, but it does more than that, it is the response of one great section of English-speaking people to the destructive classes of Eastern Europe. Where such principals prevail there will be order established, self respect and equal rights. Every idea thus accepted is an expression of industry of the fundamentals of British Liberty. The Joint Committee's unanimous report has been spoken of as a new 'Magna Charta.' It might more correctly be described as the application of 'Magna Charta to modern conditions.

"In spite of everything that may be done in Paris, there can be no real peace that does not comprehend industry. It is confidence in law that gives promise of relief from international blood-shed and devastation. It is with the same firm reliance upon law that capital and labor in this instance have worked out a solution of difficulties that once seemed insurmountable. What has been done in Great Britain, where the issues are keener than they ever have been here, ought not to be impossible in the United States."

The Objects and Reasons for the Royal Commission.

(a) **Its Duties.** The terms of reference of the Royal Commission to inquire the report on the possibility of joint control of Canadian Industries between employers and employees are as follows:—

"(1) To consider and make suggestions for securing a permanent improvement in the relations between employers and employees.

"(2) To recommend means for ensuring that industrial conditions affecting relations between employers and employees shall be reviewed from time to time by those concerned, with a view to improving conditions in the future.

For the above purposes, the Committee shall:—

"(1) Make a survey and classification of existing Canadian industries.

"(2) Obtain information as to the character and extent of organization already existing among bodies of employers and employees respectively.

"(3) Investigate available data as to the progress made by established joint industrial councils in Canada, Great Britain and the United States."

INDUSTRIAL COUNCILS.—Continued.

It will be noticed that the main terms of reference are exactly the same as those indicating the extent of the enquiry which was made by the Whitley Committee in Great Britain, and which, as a result of its deliberations, formulated the well-known Whitley Report.

In stating the reason for the appointment of the Commission, the Order-in-Council, says:—

"The Labor Committee has been impressed by the necessity of some policy being formulated which will bring about the adoption of co-operative relations between employers and employees in the various lines of industry, as the best means of establishing a satisfactory relationship in industry throughout Canada. The Labor Committee realizes the different conditions existing in various industries, but nevertheless feels that there are certain basic principles which apply to all. The Labor Committee has itself given earnest consideration to the efforts which are being made in this and other countries for the solution of the problem of industrial relationships and recognizing the complexity and importance of this problem, recommends that a Royal Commission be appointed immediately to report to the Government."

(b) **The Situation Which it Faces.** It will be seen that the Government recognizes by implication the existence of conditions which make imperative some important structural change in the method of operating industry. These conditions are to be found in the serious industrial unrest which is so widespread throughout the world. No statement of them is more pointed than that set forth in the Trade Union Memorandum appended to the Report of the Provisional Joint Committee of the British Industrial Conference which was adopted on April 4th of this year.

After giving the more specific causes for Industrial Unrest as the prevailing high prices for commodities of common consumption, profiteering, absence of sufficient provision of means to minimize unemployment or to provide adequate compensation to those persons without employment through unemployment insurance, the demand for higher wages, shorter hours of labor, better housing and full recognition of Trade Unions, the conclusions of the Memorandum are as follows:

"The fundamental causes of Labor Unrest are to be found rather in the growing determination of Labor to challenge the whole existing structure of capitalist industry than in any of the more special and small grievances which come to the surface at any particular time.

"These root causes are two-fold—the breakdown of the existing capitalist system of industrial organization, in the sense that the mass of the working class is now firmly convinced that production for private profit is not an equitable basis on which to build, and that a vast extension of public ownership and democratic control of industry is urgently necessary. It is no longer possible for organized labor to be controlled by force or compulsion of any kind. It has grown too strong to remain within the bounds of the old industrial system, and its unsatisfied demand for the reorganization of industry on democratic lines is not only the most important but also a constantly growing cause of unrest.

"The second primary cause is closely linked with the first. It is that, desiring the creation of a new industrial system which shall gradually but speedily replace the old, the workers can see no indication that either the Government or the employers have realized the necessity for any fundamental change, or that they are prepared even to make a beginning of industrial reorganization on more democratic principles.

"It is clear that unless and until the Government is prepared to realize the need for comprehensive reconstruction on a democratic basis, and to formulate a constructive policy leading towards economic democracy, there can be at most no more than a temporary diminution of industrial unrest to be followed inevitably by further waves of constantly growing magnitude.

"The changes involved in this reconstruction must, of course, be gradual, but if unrest is to be prevented from assuming dangerous forms, an adequate assurance must be given immediately to the workers that the whole problem is being taken courageously in hand. It is not enough merely to tinker with particular grievances or to endeavor to reconstruct the old system by slight adjustments to meet the new demands of labor. It is essential to question the whole basis on which our industry has been conducted

in the past and to endeavor to find, in substitution for the motive of private gain, some other motive which will serve better as the foundation of a democratic system. This motive can be no other than the motive of public service, which at present is seldom invoked save when the workers threaten to stop the process of production by a strike. The motive of public service should be the dominant motive throughout the whole industrial system, and the problem in industry at the present day is that of bringing home to every person engaged in the industry the feeling that he is the servant, not of any particular class or person, but of the community as a whole. This cannot be done so long as industry continues to be conducted for private profit, and the widest possible extension of public ownership and democratic control of industry is therefore the first necessary condition of the removal of industrial unrest."

No student of the present temper and attitude of the workers will deny that the present situation demands immediate and bold constructive action in order to avoid a condition of chaos which, with prolonged industrial stagnation, may lead to revolution. Mr. Arthur Gleason says that only two years ago, one of the executive council of the Amalgamated Society of Engineers in Great Britain wrote to him stating that it was either a share in management of industry for the workers or Armageddon.

The foregoing statements of men prominent in the councils of the works, and at the same time, more conservative in their immediate demands than large numbers of the rank and file, indicate that patchwork amelioration such as higher wages and shorter hours, however good in itself, will not satisfy the workers. What they seek in varying degrees, is some share in the control of industry.

II.**The Relation Between the Principle of Joint Control and the Aims of Employers and Employed.**

The ultimate aim expressed in the ideals of the three schools of industrial theory—Collectivism, Guild Socialism, and Revolutionary Syndicalism—is that industry shall be carried on "for use and not for profit," or as expressed in the Trade Union Memorandum above quoted "The motive of public service should be the dominant motive throughout the whole industrial system."

There are many of the workers who feel that the power of organized labor will soon be sufficiently strong to permit the full realization of this ideal. Others feel that a period of education and experience in the control of industry will be necessary to fit them for the assumption of full control, and that history, both political and industrial, furnishes too many evidences of the fatal results of advances that have been too great and too rapid. By these the principle of joint control will be recognized as a means of amelioration, and as in no way a bar to further development.

The employers on the other hand must see that the alternatives facing them are the admission of the workers to a joint control of industry or failing this, the loss within a period more or less short, of all powers and rights with a possibility of industrial chaos through too rapid a change in the delicate machinery of trade and industry.

At the same time, as properly concerned with results they may take comfort in realizing that one effect of the co-operation of capital and labor will be a considerable increase in the efficiency of our industrial processes as has been amply demonstrated wherever the principle of joint control has been put properly into operation.

III**The Types of Joint Control Now in Operation.**

There are four types of joint industrial control now in operation. They are (a) the Whitley Industrial Councils in operation in Great Britain; (b) the Colorado plan in operation in the United States and Canada; (c) Industrial Democracy as put into effect by Mr. John Leitch, and (d) the elementary plan of the works committees.

(a) The Whitley Report which has resulted in the formation of many Joint Industrial Councils in Great Britain recommends the formation for each separate national industry of three classes of organization; (1) a National Joint Council; (2) District Joint Councils; (3) Works Committees.

The National and District Councils are composed of

INDUSTRIAL COUNCILS.—Continued.

equal numbers of representatives of employers and employees. Representation on Works Committees need not be equally divided as decisions must be arrived at by agreement between the two sides.

All Councils are formed voluntarily by the employers and workpeople in each industry. As a preliminary to their complete formation, there must be organization both of the employers and employees in the particular industry as the Councils are composed exclusively of persons nominated by the Employers Associations and Trade Unions concerned. Each Council will arrange its own constitution, determine its own functions, machinery and methods of working, and will be self-supporting financially. The English Government proposes to recognize the Industrial Council in an Industry as the representative organization to which it can refer. In this connection, the Minister of Labor stated in a circular letter of October 20th, 1917, the following:

"The Government desire it to be understood that the Councils will be recognized as the official standing consultative committees to the Government on all future questions affecting the industries which they represent, and that they will be the normal channel through which the opinion and experience of an industry will be sought on all questions in which the industry is concerned."

Whilst not presuming to dictate in anyway the questions with which the Councils will deal, the Government has suggested the following questions:—

"Which may serve as a basis of discussion and help in concentrating attention upon some outstanding points in the relations between employers and workpeople which must be taken into consideration in the actual formation of a council. Many of the clauses which follow are drawn from constitutions already drafted."

The functions of a Joint Industrial Council, as suggested by the Government:—

"(1) To secure the largest possible measure of joint action between employers and workpeople for the development of the industry as a part of national life and for the improvement of the conditions of all engaged in that industry.

"It will be open to the Council to take any action that falls within the scope of this general definition. Among its more specific objects will be the following:—

"(2) Regular consideration of wages, hours and working conditions in the industry as a whole.

"(3) The consideration of measures for regularizing production and employment.

"(4) The consideration of the existing machinery for the settlement of differences between different parties and sections in industry, and the establishment of machinery for this purpose where it does not already exist, with the object of securing the speedy settlement of difficulties.

"(5) The consideration of measures for securing the inclusion of all employers and workpeople in their respective associations.

"(6) The collection of statistics and information on matters appertaining to the industry.

"(7) The encouragement of the study of processes and design and of research, with a view to perfecting the products of industry.

"(8) The provision of facilities for the full consideration and utilization of inventions and any improvement in machinery or method, and for the adequate safeguarding of the rights of the designers of such improvements, and to secure that such improvement in method or invention shall give to each party an equitable share of the benefits financially or otherwise arising therefrom.

"(9) Inquiries into special problems of the industry, including the comparative study of the organization and methods of the industry in this and other countries, and, where desirable, the publications of reports. The arrangement of lectures and the holding of conferences on subjects of general interest to the industry.

"(10) The improvement of the health conditions obtaining in the industry, and the provision of special treatment where necessary for workers in the industry.

"(11) The supervision of entry into, and training for, the industry, and co-operation with the educational authorities in arranging education in all its branches for the industry.

"(12) The issue to the press of authoritative statements upon matters affecting the industry of general interest to the community.

"(13) Representation of the needs and opinions of the industry to the Government, Government Departments and other authorities.

"(14) The consideration of any other matters that may be referred to it by the Government or any Government department.

"(15) The consideration of the proposals for District Councils and Works Committees, put forward in the Whitely Report, having regard in each case to any such organizations as may already be in existence.

"(16) Co-operation with the Joint Industrial Councils for other industries to deal with problems of common interest."

(2) The Government suggests the following as the functions of District Councils:—

"(1) To consider any matters that may be referred to them by the National Joint Industrial Council, and to take executive action within their district in connection with decisions arrived at and matters deputed to them by it.

"(2) To make recommendations to the National Joint Industrial Councils.

"(3) To consider any matters of interest to their district, including matters referred to them by Works Committees, and to take executive action with regard to matters that effect only their particular district, subject to the right of the National Council to veto any such action if it be found to involve the interests of other districts.

"(4) Co-operation with the District Councils for other industries to deal with problems of common interest.

"(5) Where no adequate machinery exists for the settlement of differences between different parties and sections of the industry, to consider any such differences as cannot be settled within an individual factory or workshop and to refer to the National Council any such matters upon which the District Council fails to come to a decision.

(3) The questions which are suggested as those coming within the purview of the works committees are:

"(1) The issue and revision of work rules.

"(2) The distribution of working hours: breaks, time recording, etc.

"(3) The payment of wages (time, form of pay tickets, etc.), explanation of methods of payment; the adjustment of piece prices, subject to district or national agreements; records piece prices; deductions, etc.

"(4) The settlement of grievances.

"(5) Holiday arrangements.

"(6) Questions of physical welfare (provision of meals, drinking water, laboratories and washing accommodation, cloak rooms, ventilation, heating and sanitation, accidents, safety appliances, first aid, ambulance, etc.)

"(7) Questions of discipline and conduct as between management and workpeople (malingering, bullying, time-keeping, publicity in regard to rules, supervision of notice boards, etc.)

"(8) Terms of engagement of workpeople.

"(9) The training of apprentices and young people.

"(10) Technical library, lectures on the technical and social aspects of the industry.

"(11) Suggestions of improvements in method and organization of work, the testing of the suggestions.

"(12) Investigation of circumstances tending to reduce efficiency or in any way to interfere with the satisfactory working of the factory.

"(13) Collections (for clubs, charities, etc.)

"(14) Entertainments and sports.

"(15) The provision of facilities for the workers' side of the Joint Committee (or of a departmental committee, if any) to conduct its own work.

As an example of the constitution of joint councils, the following summary of the Joint Industrial Council for the **Building Industry** is given.

The Council shall consist of 132 members appointed half by Association of Employers, half by Trade Unions. The term of office is for 12 months. Six months notice of intention to withdraw from the Council is required. The Council shall meet quarterly or oftener. There shall be an Administrative Committee of ten employers and ten operative representatives and a paid Secretary and clerical staff. General expenses of the Council are to be borne as to one half by the Employers' Organizations and as to one-half by the Operatives' Organizations. Standing orders governing procedure in debate have also been framed.

(To be concluded in August issue.)

The East and the West---Real Co-operation Wanted

SIR JOHN WILLISON.

As the West has problems which we in the East do not clearly understand, so the East has problems for which one greatly desires the sympathetic consideration of Western Canada. Many great factories until recently engaged in the manufacture of munitions and war supplies have had to readapt themselves to peace conditions. For example, the Imperial Munitions Board built seven great National plants at a cost of \$15,000,000. So, many firms and companies expended millions to meet the needs of war. We must all desire that these investments should be of permanent value to the nation. We are establishing a great shipbuilding industry in the East and on the Pacific, and we must all hope that this commercial fleet will be busy now peace is restored, in carrying the products and manufactures of Canada to world markets. But if that is to be, the fields and the factories must produce to the utmost, the raw material of Canada must be manufactured within the country, industries natural to the West must be established and land policies must be devised which will bring millions of selected settlers to these Western plains, and make available for their habitation, lands which now give no adequate return either in crops or in taxes. One would like the West to remember also that in the Eastern regiments overseas there were many thousands of industrial workers, that at best the first months, and it may be the first years of peace, will provide a hard problem of readjustment for Eastern industries, and that unless there is adequate and continuous industrial activity these workers who offered their lives for Canada may look in vain for work in Canada. Moreover, such countries as the United States and Japan have great commercial fleets and organization for export trade and command of home markets such as they never possessed before, all natural and legitimate developments of national policy, but not to be lost upon Canada as example and inspiration.

In face of these facts and considerations, there is, I submit, overwhelming reasons for co-operation instead

of conflict in Canada, for co-operation between East and West, between farmers and manufacturers, and between employers and workers. There may be necessity for mutual concessions, for accommodation, for compromise. One does not need to go West to know that among the leaders in Western agriculture and Western commerce there are men of equal stature with any that we have in the East, as devoted to Canada, as unaffected by class or sectional consideration. In the West, however, one does see this more clearly and feel it more strongly, and in proportion as one understands he has the stronger assurance that the general interests of Canada will govern every vital decision of the Canadian people. All the East can ask from the West is that its people shall understand Eastern conditions and problems. A like obligation lies upon the Eastern people. Surely such understanding would be vitally assisted by periodical conferences between representatives of agriculture, commerce and industry in the two great sections of Canada. Surely the difficult and perplexing problems of reconstruction make such conferences peculiarly desirable and necessary. We are at the close of an era in Canada. War has regrouped the nations. In the great conflict in the old world the unity of the race to which we belong has been re-established. In the new relation between Great Britain and the United States, we shall have a mighty power to keep the world's peace if we interpret the British Empire aright, and by our example help to bind the English speaking peoples in enduring amity and unity. We have had to cast some of our international jealousies and prejudices upon the rubbish heap of time, and perhaps we shall see our own problems more clearly in the future because our vision will not be obscured by inherited prejudices and ancient enmities. In the West one gets the vision of what Canada may be, and feels to the full how poor and insignificant are all other considerations in comparison with the unity and stability of the commonwealth.

TOWN PLANNING INSTITUTE.

That Town Planning is becoming a factor in Canada is indicated by the formation of the Town Planning Institute whose membership is made up of a number of architects, surveyors and engineers interested in the subject. The object of the institute is to advance the study of town planning and the development of urban and rural land along sane and hygienic lines. Each member in addition to being a qualified member of one of the above professions must study town planning for a year and then pass an examination on the subject before becoming a full member. In addition there will be legal members and associate members the latter made up of medical men and journalists who take an interest in town planning. In wishing the new institute every success we hope that the educational work that it proposes doing will be along practical lines. Many of the town planning scheme that we have examined are of so elaborate and costly a nature as to scare the municipal councils without whose good will very little can be done, even though Town Planning legislation may have been passed by the province.

**Don't Forget the Kingston Convention
August 12-13-14.**

PROVISION FOR PERIOD OF READJUSTMENT.

Now that the war is won, the foremost thought in every serious Canadian mind to-day is directed toward the future. Every business in the country, large and small, from our great railways to the small shops, is concerned and involved. As the business of our banks is with the whole community, we are specially and vitally interested. War prices have brought great prosperity to land and water transportation companies, to merchants, to manufacturers, to farm-

ers, and to the laboring class. Only the salaried class and those whose incomes are fixed have suffered. Not only are prices of all commodities unprecedentedly high, with a liberal margin of profit, but the demand for the staples of life and many luxuries is unlimited.

Two contingencies in which we are vitally concerned are the respective rates of speed with which prices and demand will decline. It is not for me to assume the role of a prophet, but I can at least go the length of stating that the policy of this bank has been and is to conduct its business on the probability that both may decline rapidly, that values are certain to fall away presently, and that there may at the same time be a diminution in demand. Either of these conditions would be serious. A combination of the two would be disastrous to unprepared merchants and manufacturers carrying heavy stocks. Our great industrial companies are practically all in an immensely stronger financial position than before the war. In some cases the improvement seems almost magical. In general terms, my belief is that the trading and manufacturing community of Canada is prepared for the slump as it comes. Meanwhile, public pronouncements are made by those who have given the subject special study that food prices, particularly for meat, will remain extremely high for many months to come.

After passing through the inevitable period of economic confusion which all countries must endure, that country of boundless wealth and virility, the United States, the only great power, by the way, to emerge from the war better off financially may probably enter upon an era of unprecedented expansion and development. Canada must share in such prosperity independently of the part we hope to take in supplying Europe's reconstruction and regular demands. Meanwhile, there never was a time when our country was more in need of sound economic thinking and sane financial policy.—Sir Frederick Williams-Taylor.—From Bank of Montreal Annual Statement.

THE POST-BELLUM PERIOD.

The war which has convulsed the world for over four years has now happily ended in a glorious victory for Great Britain and her Allies. During that long period of conflict, we have experienced anxieties, but we are now assured of a peace such as we have so confidently anticipated and for which our gallant men have so valorously and successfully striven.

Manufacturers who have conserved their resources during war-time prosperity and have taken advantage of this prosperity to become efficiently equipped, should be in a position promptly to adapt their organizations to peace requirements, and to take advantage of an onrush of business during the reconstruction period.

Already much preparatory work of practical value to meet post-bellum requirements has been undertaken by other countries, and with wise foresight, the organization of strong central bodies, equipped with large powers, has been encouraged, to link up the great manufacturing industries, the promotion of scientific and industrial research and the employment of a competent Intelligence Staff to seek out new markets abroad.

We in Canada have embarked on a shipbuilding programme of considerable magnitude, first important step in preparedness. If operated on business lines, as I feel sure it will be, the capital expenditure will be amply justified. The action taken by our Government in appointing a Trade Commission to provide employment for increased tonnage that will soon be available, and to secure for Canada a full share of the large and urgent demands of the devastated countries for reconstruction and replacement purposes as well as for food stuffs, is a further step in preparedness, and is to be commended.

Owing to the financial straits of these countries in consequence of war's devastation, requisite credits to meet the unusual demands, estimated for France alone at Fcs. 50,000,000,000, must be provided. If Canada is to share in the business opportunities and in order that our present prosperity may be continued the Banks must be ready

to arrange liberal and probably long-term lines of credit, provided the necessary funds from their own resources or available themselves of the privilege of rediscount with the Dominion Government.

Should these facilities prove unequal to the demands, which may be made upon them, I feel sure the Minister of Finance, with the sound judgment he has displayed in financial affairs to the advantage of the country during the war, will not hesitate to supply adequate financial assistance, in the same manner in which Imperial Government credits for purchasing in this country were established during the war. In doing so, he will be fully justified.

As the war ends, all signs point to a great demand for capital for reconstruction, refunding and replacement purposes, and interest rates, in consequence, will in all probability rule high for some time to come. A temporary shortage of all kinds of merchandise, owing to labor having been diverted from domestic to war purposes, also seems probable.

But sooner or later we in this country will, without doubt, have to meet foreign trade competition of cheap and skilled labor, together with advantageous transportation facilities, to a more pronounced extent than Canada has yet experienced. If this competition is to be effectively coped with, the increased efficiency, co-operation and co-ordination to which I have referred are essential. Our best energies must be directed to greatly increased production of our basis, agricultural and other great natural resources. In this way, and by strict economy in Government, Municipal and personal expenditures, a solution can be found of our difficulties of exchanges, the maintenance of our favorable trade balance and the payment of our war debt. Otherwise, we must look for a shrinkage in business, to be followed by a readjustment of the scale of wages for labor and of the prices of all commodities.

We shall undoubtedly for some years have to pay in relatively high taxation the price of our devotion and patriotism, but I am confident this will be done uncomplainingly, in the belief that all present and prospective difficulties can and will be overcome.—Sir Vincent Meredith, Bart., President of Bank of Montreal.



WHAT ONE SIGNBOARD CONCEALS.

A rear view of a signboard that stands within a hundred yards of the general post office, the municipal centre and one of the largest hotels in a leading Canadian city. It screens a confused pile of inflammable rubbish, mixed with decaying vegetable matter and other waste products. The civic authorities are said to have permitted the existence of this dangerous and disease producing condition more or less continuously for several years. What are the sanitary inspectors doing?

BOOK REVIEW.

INDUSTRY AND HUMANITY, by Hon. W. Lyon Mackenzie King, C.M.G., Ph.D. (Harvard), is published by Thomas Allen, of Toronto, and Houghton, Mifflin Company, of Boston and New York. The price of the Book is \$3.00 net.

The author, a former Canadian Minister of Labor, gives us a study of principles underlying industrial reconstruction. He has been a conciliator in many important industrial strikes, and investigator of industrial relations for the Rockefeller Foundation. Whether or not one agrees with his conclusions his book will be of great value not only to employers, legislators, educators, social workers and labor leaders, but to all who are concerned with the changing relations of those who labor with hand or brain.

The author gives as one of the aims of the book "to show that the war, in the last analysis, is but the expression upon a world scale of conflicting forces also at work in the relations of industry."

He believes "that the absolute claims of personality, the preservation and development of spiritual freedom" are the criterion by which we are to judge industrial relations. This is a forward step and in this Mr. King agrees with the progressive thought of to-day. He pleads for good-will and right purposes, but fails to discuss methods which would make it possible to attain them. This is regrettable particularly when we recall his wide experience as a legislator.

He discusses at length the necessity for a bill of rights for labor, but does not put before us legislative or administrative methods.

He approves of the Whitley Reports as being "the surest method of approach to the solution of the problems of industry which wide knowledge of actual conditions . . . has thus far evolved."

He seems to take it for granted that we will find it necessary to continue our present private ownership of natural resources, and to overlook the fact that the big question now seems to be what sort of industrial democracy can we have while the bounties of nature and means of exchange are in the control of a very small group.

He agrees that the control of industry "is on all fours with the exercise of political control." If this is so it surely should be evident that the private investor's power to decide where and when labor is to be employed gives us an undemocratic human relationship. He does not tell us what are the things which labor and capital have in common and in what respect their interests are opposed.—H. S. Ross.

FIRE DRILL.

Any one who has ever watched a fire drill in a large industrial plant has realized the desirability of the fire drill. Where large numbers of workers are housed in a small area, even with the best of discipline, escapes become crowded, and descent sometimes becomes difficult. What would happen in a building where no fire drill had been held, and where there was no discipline is to terrible to contemplate.

Frequently inspectors find that building owners have complied with the law by erecting fire escapes, but occupants never use escapes for drill purposes. The fire inspector in Scranton, Harry Henckley, reported recently that one factory where an escape had been on a building for a year and which employed women had never held a fire drill during the entire year. The Scranton ordinance provides that there shall be at least one fire drill each month and adds a penalty for failure to obey. In spite of the terrible results of fire drill failure, a fire drill law is a most difficult one to enforce. The complain is usually made by building owners that occupants become nervous on a fire escape. If they become nervous when there is no fire, and no fire drills are held, what may be expected when fire comes?

TREND OF EVENTS IN THE WORKERS' WORLD.

Many there be who say that the workers will bring about the downfall of industry, the collapse of Empire, and the ruin of the world by the extreme demands which they are making for decreased hours and increased pay.

It is admitted by all thinking people that the world can never be the same as it was before the war was fought, that the worker must have the opportunity afforded to live a fuller and a better life, a life free from the carping cares of poverty, a life that holds out more inducement to hold to it than it ever did before, and a life which will give to the coming generations something to hope for and something to look forward to.

The tendency of all organized capital is to give the smallest possible amount, to get the largest possible profit and to bargain to the least possible figure. The workers know that they will receive a mere fraction unless they aim high. They also know that unless they get down to business now, all the beautiful promises will end in sentiment and the fight will begin again, as it has been going on in the past, by striking, battling, and sacrificing many for the good of all.

This is the reason for the position, for the supposed extravagant demands, the desire to have something more tangible than promises, and the determination to see to it that something very definite is attained.

The talk of killing industry is futile, the workers are not likely to do that, they know the result and they know who will suffer. The movement is world-wide, the economic basis of trade will be altered generally, and the workers will watch the balancing of the position, for they have a greater interest than any other section of the community, but they will no longer allow the proceeds of their work to enrich the very small minority at the expense and suffering of the huge majority. The greed which has always followed industry must be stamped out and the new era inaugurated. Unless the workers take every possible step in this direction now the opportunity will be lost, for there can be no doubt about it that the workers will have to bring this about. The minority, the employers, will do as they have always done, sit tight until pressure forces them to move.

The reason for the world-wide unrest, the world-wide demands, and the world-wide determination to convert the promises into actualities, is that experience has taught men that unless extreme demands are made, and oftentimes extreme measures resorted to, nothing will be done. The onus for the trouble, if there be trouble, is not upon the workers but upon the employers, for the manner in which they have deliberately held the worker down for hundreds of years and the consequent mistrust in their bone fides when promises are made and fair words spoken.

The employers have the settlement in their hands, they can carry into execution the "better world," and they will find the worker reasonable. If they do not, then the solution will be co-operation, for depend upon it there has to be a proper distribution of the profits of labor in the future if peace and progress are to ensue.—Municipal Magazine, South Africa.

CANADIAN COLONELS.

"Will you kindly drop addressing me as 'Colonel,' for I am returning to civies, and I want all my friends to cease using the military title, and revert to the 'Mister' of civilian life."

This was spoken by a man who, unable to go overseas, has been doing splendid work for winning the war at great sacrifice to himself. Continuing farther, he said: "I do not think that any man should allow himself to be called 'Colonel,' unless he has been at the head of his regiment in the Front Line." Then he went on to say that he had just received a letter, from a friend, who had also been doing war work, and who was afraid that one of the party workers was trying to procure an appointment as Hon. Lieutenant-Colonel for him.

This recalls a story told by Mark Twain of an incident that occurred after the American Civil War. when "Colonels" were very numerous. He was leaving by steamer, and was envious of his fellow passengers, who had friends on the wharf to say "Goodbye." He resolved to try an experiment, and, taking off his hat, shouted, "Goodbye, Colonel." He said the result was that "every darned man on the wharf took it to himself, and, raising his hat, they all shouted, "Goodbye, Colonel."

RED CROSS WORK IN U. S.

The growth of the American Red Cross, since America declared war, and of the spirit which the Red cross represents and without which it would soon cease to exist, has been phenomenal. From an organization with 200,000 members in 1916, before America entered the war, it has grown until its membership is now over one-fifth of the population of the United States—22,000,000; and it aims to increase the membership until it includes the entire population, 100,000,000.

On May 1, 1917, there were 562 chapters; now there are 3,854 chapters, which are divided into some 30,000 branches and auxiliaries. Through these chapters over 8,000,000 women volunteer workers are engaged in canteen work, and the production of relief supplies. Over 221,000,000 articles have been made in the chapter work rooms, of an estimated aggregate value of \$44,000,000. Of these, dearly, 11,000,000 were hospital garments, 193,000,000 surgical dressings, and over 10,000,000 knitted articles such as sweaters, helmets, wristlets, and socks.

In 102 camps and cantonments, in over 700 canteens at railroad stations, and ports of embarkation, the Red Cross workers are helped to add to the comfort and health of soldiers; and among the families left behind, the Home Service, with its 10,000 committees, aid a work whose value for the well-being and morale of the "boys" cannot be over-estimated. Over 100,000 families were served by the Home Service every month.

At present the most important phase of Red Cross work was the care of the troops in France—in the hospitals, the rest billets, the convalescent homes—in transit to and from the firing line, and on the firing line itself. Here the Red Cross supplemented the work of the Medical Corps of the Army and the Navy. It was a vast emergency storehouse for the army, ready at a moment's notice to supply magazines or tobacco or splints or dressings or diet delicacies or any one of a hundred things. It had a representative in every army hospital, whose duty it was to supplement the casualty information given out by the War Department, in acting as a sort of connecting link between the sick and wounded, and their families at home, and in supplying them with comforts and extras not included in the regular hospital fare. It had its outposts and rolling canteens, which served the men in the front line, and when an offensive began the Red Cross front service men followed the boys over the top, loaded up with cigarettes and bandages and chocolate and drink, and served at need as stretcher bearers, surgeons' assistants, couriers or anything immediately necessary.

In June, 1917, there were 18 Red Cross workers in France; there were at the time of the armistice 5,000. All of these of course, were not working with the American troops. In canteens and rest houses and hospitals for the French Army, in feeding and housing and finding employment for the thousands and thousands of refugees and repatries, in convalescent homes and tuberculosis hospitals, in child welfare work—Red Cross men and women did their utmost for the French people.

In Italy much the same sort of work was done, though not on so large a scale as in France. A Red Cross city was built for Venetian refugees almost under the shadow of the leaning tower of Pisa, where 15,000 of these homeless people were housed. More than 100 American Red Cross kitchens were in operation all over the country, and 14,000 tons of food were shipped from the United States each month. In addition the Red Cross maintained an ambulance service on the Italian front similar to that which was operated in France until the American Army took it over in July, 1917.

From huge warehouses near Berne in Switzerland weekly food parcels were sent to the American prisoners in German prison camps, and through Switzerland, too, the Red Cross sends inquiries behind the German lines in its efforts to locate soldiers listed as missing, and thus reassure their anxious families at home.

Red Cross Commissions were also sent to Serbia, Russia, Greece, Palestine and Rumania, and representatives appointed in Siberia, at Madeira and in Denmark. Here the same sort of work went on, varied greatly, of course, by the special conditions which in each country brought new and difficult problems for solution.

Millions have been spent by the Red Cross in all these countries, but figures—sums of money, can give no adequate idea of what the organization has accomplished. It is service that the Red Cross gives—disinterested human service.

CONCRETE ROADS IN UNITED STATES.

Michigan voters, on April 7, voted approximately 3 to 1 on its \$50,000,000 bond issue for permanent roads. This speedy and early action on a question which has been agitated but a comparatively few weeks insures that many contracts will be let and completed this year, and that the celebrated Wayne County system of concrete highways—very nearly 200 miles—will soon be but a part of a much more celebrated State system.

Michigan counties along the line of the Chicago-Detroit highway have been energetically placing their sections of this route under contract for early construction. The latest contract awarded on this highway is near Coldwater, in Branch County, requiring 5 miles of 16-foot concrete pavement. G. P. Scharl, of Coldwater, Mich., was the successful contractor, at a bid price of \$125,910.

A contract for 35,000 square yards of concrete pavement on State Route No. 84 in Crawford County, Pa., has been awarded to Baldwin & Welcomer, of Union City, Pa., at \$2.70 per square yard. Another state highway contract was awarded on Route 97 in Elk County, involving 56,734 square yards at \$2.75 per square yard. This contract was secured by the Miller Construction Co. of Punxsutawney, Pa. Both contracts call for pavement 18 feet wide, 6 inches thick at the edges, and 8 inches at the centre, reinforced.

Early in March a contract for 22,330 square yards of 6-inch concrete pavement was awarded at Tracy, Minn., Hamlin & Okes, of Minneapolis, who received this contract, have just been awarded an additional one covering 10,000 square yards at \$1.78 per square yard. City authorities at Tracy evidently think it desirable to take advantage of the competition that is natural between contractors early in the year and expect to have their street improvements completed before the heavy hauling season commences at harvest time.

The State Road Commission of Utah plans about 95 miles of paved highway construction this year. The first contracts have just been awarded for concrete road work in Davis County at prices ranging from \$2 to \$2.17 per square yard. The three contracts let call for about 100,000 square yards of pavement 18 feet wide, 6 inches thick at the sides and 8 inches at the centre, reinforced. These prices reflect a convenient supply of raw materials near the site of the contract. It is expected that other state highway work totalling over 168,000 square yards will be awarded in a few days.

District of Columbia: A contract has just been awarded for 40,537 square yards of street pavement, divided among 15 jobs. Concrete is to be 6 inches thick; price \$1.94 per square yard.

Georgia: A contract has just been awarded for 26,000 square yards of 18-foot concrete pavements on the Hapeville Road, near Atlanta. The pavement is to be 6 inches thick; price \$2.45 per square yard.

Virginia: A contract has been awarded for 2 miles of 6-inch concrete pavement on Willoughby Road, near Norfolk, at \$2.09 per square yard.

New York: A contract for 23,000 square yards of 7-inch concrete pavement on Main Street and Woodbine Avenue, Northport. Price \$2.47 per square yard.

BUILDING INSPECTORS.

Every city in the state of Maine of more than 2,000 inhabitants has a building inspector. This inspector is elected each year by the municipal officers. The inspector has jurisdiction only within such limits as are defined by the municipal officers, and these limits must include the thickly settled portion of the city. Towns of less than 2,000 inhabitants may establish the office of building inspector if the voters so decide at an annual town meeting. The election of building inspectors takes place in the month of April.

The prosecution of incendiaries in Boston is being continued with unabated vigor. One of the criminals was sentenced during February to the State prison for a term of four to five years. He was convicted of having hired another to burn the house owned by his brother-in-law. The man who actually fired the house confessed also during the trial that he had set thirteen other fires. He testified that in addition to receiving money for setting fire to the property he was also paid ten dollars on several occasions by public adjusters for advance information concerning the fire and place of fires to be set.

Municipal Finance

By JAMES MURRAY

THE CITIES OF WESTMOUNT AND OUTREMONT.

It is always a delight to read the annual reports of the two well administered cities of Westmount and Outremont, both suburbs of Montreal. Both reports show a high standard of efficiency in the administration of the finances, and in particular do they show healthy sinking funds, both being right up to date. In the administration of the sinking funds though there is a difference—Westmount's sinking fund being invested in outside securities and Outremont's sinking fund being large invested in local improvements. As to which is the best system is hard to say. Both have their good and weak points. Westmount, by spreading its investments outside reduces the risks, while Outremont, by investing its sinking funds in local improvements saves money. But the whole success or failure of a sinking fund depends on the personnel of the administering body itself, and both Westmount and Outremont in this are fortunate.

In these two suburban cities there is a similarity of administration. Both have managers appointed and responsible to the council, but again there is a difference in the fact that whereas the secretary-treasurer of Westmount is responsible to the manager, the secretary of Outremont is responsible to the council direct. And frankly we think the Outremont system the better for the reason that there is a vast difference between the general administration and the financial administration of a municipality. They are entirely separate functions and require totally different training, and the financial administration is of so much primary importance that the officer in charge should be directly responsible to the council. Of course, in the case of Westmount the manager (Mr. G. W. Thompson) and the secretary-treasurer (Mr. A. F. Bell) work so well together that successful administration is assured.

Before leaving these reports it would be well to point out the value to a municipality of efficiency in its principal officers. In manager Thompson and manager G. V. Duchastel (Outremont) we have two of the most able municipal engineers on this continent and in Messrs. Bell and E. T. Sampson of Outremont, two really expert treasurers. In these four men, though highly paid, the cities of Westmount and Outremont have a good investment.

As in business it pays a municipality to have the best brains to administer its affairs. Two other striking samples of successful investments in good officers are seen in Toronto in the case of a Finance Commission Bradshaw, and in Saskatoon in the case of Commissioner Yorath. In the cases of Westmount and Outremont the standard of official efficiency is also due to the thoroughness in which Mayors McLagan and Beaubien, both of whom control large businesses, go into every detail of their respective administrations. Again good examples of the value of having brainy men in municipal harness.

TORONTO BUREAU OF MUNICIPAL RESEARCH

The fifth annual report of the Toronto Bureau of Municipal Research is indicative not only of the practical interest taken in municipal research by a number of generous citizens, but of the amount of constructive work such a Bureau can do. Dr. Brittain, the director, in his concise report shows that seventeen bulletins were published by the Bureau, covering subjects, from taxation and assessments to voting. The expenses last year amounted to \$26,021 though as an offset \$5,869 was received for work done for outside bodies. The Toronto Bureau is the only one of its kind in Canada, though there are a number in the United States, all doing excellent constructive work in enlightening the citizens on local government and its activities.

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PRACTICAL ASSESSING.

The work of the Assessor is the most difficult one in the whole round of municipal activities, and therefore any new idea to make it light and successful is very valuable.

For, after all, the valuation of property is very largely a matter of opinion, as is proved when an assessment case is tried by a Court.

The average proprietor has very different ideas as to the actual value of his property when he discusses the assessment, and when he is talking to a possible purchaser. "It is nought, it is nought," when he talks to the Assessor; but when he tries to show its real value to the man who is nibbling as to buying it, his ideas of figures are very different.

Accordingly, the lot of the Assessor, "is not a happy one," for he has to please his Council by putting high valuations on all the property, except that owned by the members of the Council; and is the proper object of criticism of all the proprietors.

One Assessor has shown a very interesting plan which he has adopted, and which, he claims, saves him a great deal of work, while it so simplifies the roll that it makes for efficiency.

Mr. Eugene St. Jean, City Assessor of Hull, P.Q., uses a loose leaf book, and on each page has a space for a simple plan of the lot, which any house or building that may be on it. This plan shows the street or streets, and how the building is situated with regard to the street line.

Then, in separate sections, he writes such information about the property that seems essential to be tabulated. Thus the kind of house; the number of stories; the material used in construction; the number of rooms; and similar details, are all written down. Then the valuation of land and buildings is put in, as well as other information which Mr. St. Jean prefers to have, even the amount of insurance carried being taken down.

On the back of the page is the information for the census, full particulars of the inmates being recorded.

This tabulated information is thus easily at the disposal of anyone who wishes to look up their own, or their neighbors' property; while it simplifies the comparison of one with another.

The assessment of the City of Hull has one feature that is not common, if it is not unique.

Quite a large number of lots, some five thousand or thereabouts, are let on short terms to people who build houses on them. The landlord is merely holding his land for a rise. But meantime, he lets the site to some one for five or ten years, the conditions being that if the landlord does not offer a price for the house which the owner thinks reasonable, the house may be removed from the lot at the termination of the lease.

Of course, this is something after the English system of "ground rents," some examples of which can be found in Montreal. But under the English system, the lease is usually for 99 years, or for a long term, and all the buildings and improvements made by the tenants automatically become the property of the landlord when the lease falls in.

It may be interesting to add that since Mr. St. Jean was appointed, the total valuation of Hull has been doubled. This is due largely to a systematic attempt to secure a true valuation of all the property. Formerly, land on the business streets was valued at the same price as land on the outskirts of the city. The change to equal valuation provoked some criticism, of course; but now that the citizens see that the values are properly and fairly estimated, it is all right.

Far too many places allow their assessors to swear falsely when they take an oath to give a true market value. And yet it is to the interest of both municipality and individual proprietor to have a true market value on all the property in the place—HARRY BRAGG.

EX M.P. BECOMES INDUSTRIAL COMMISSIONER.

The City Council of Welland has appointed Mr. W. H. German, ex-M.P. for the city as Industrial Commissioner at a salary of \$5,000

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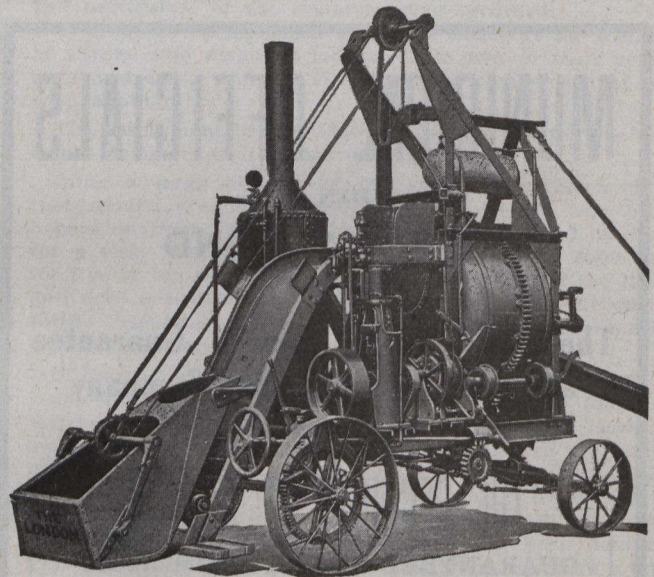
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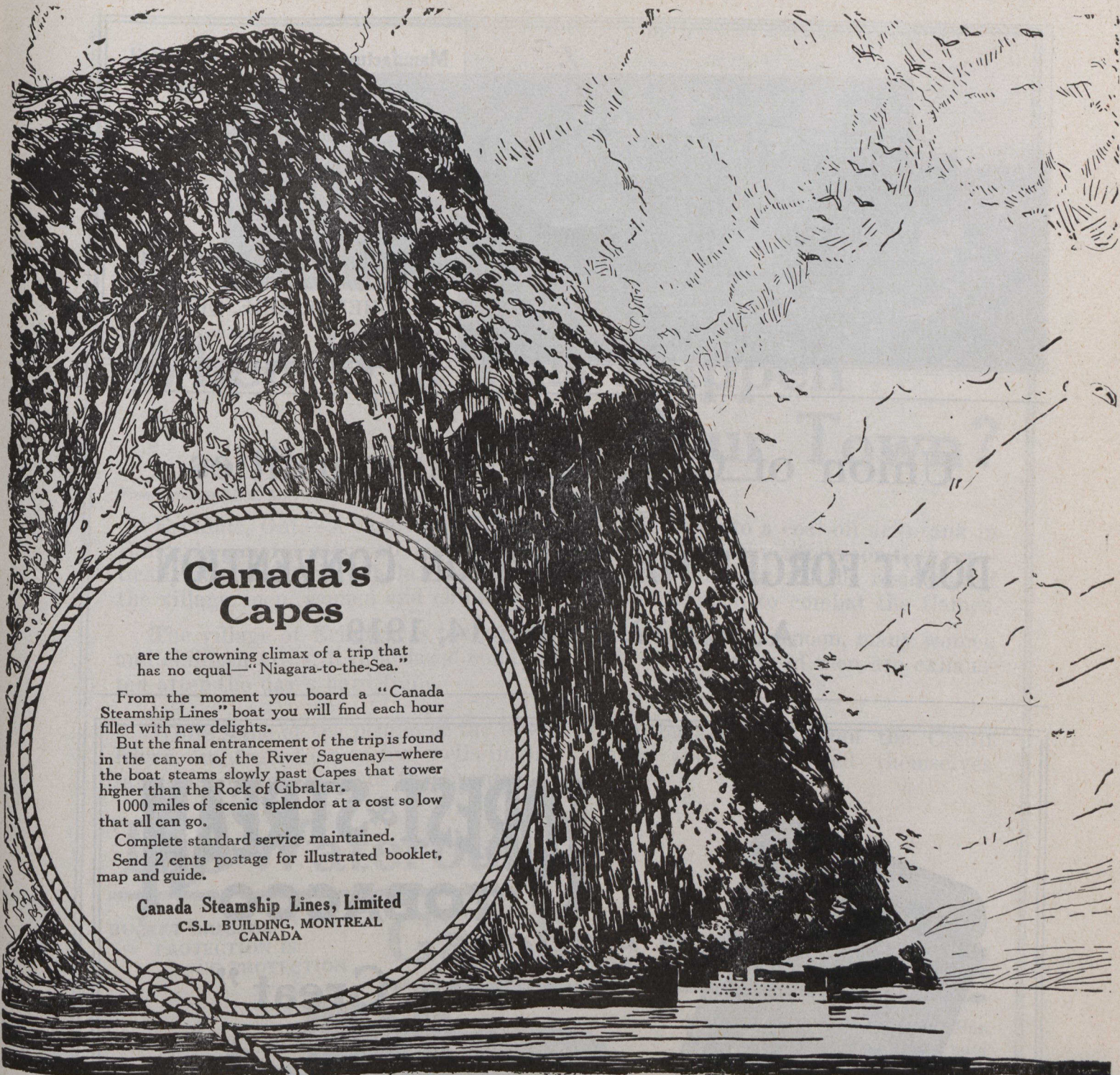
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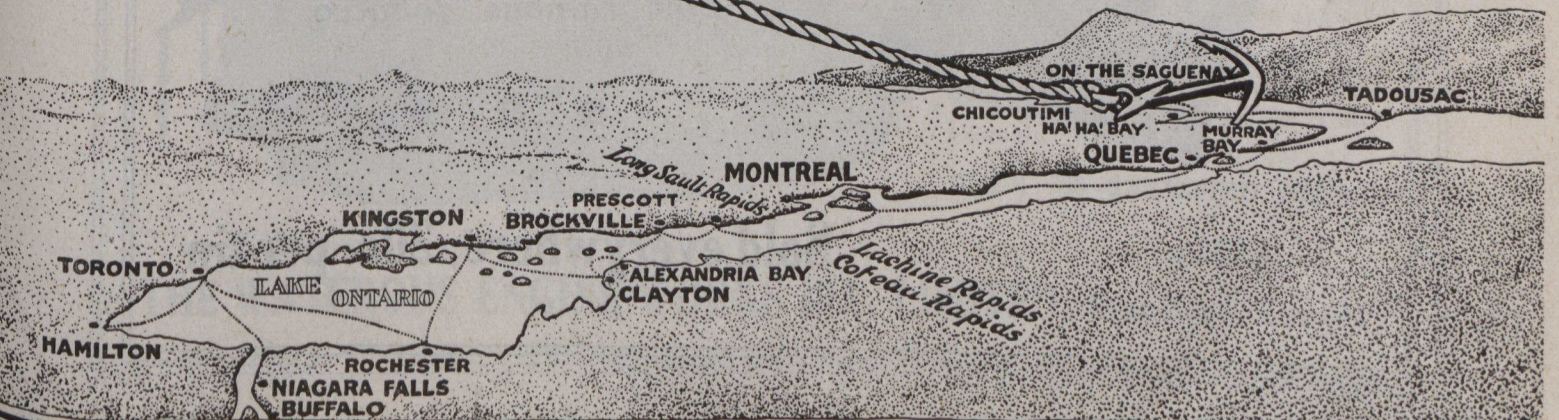
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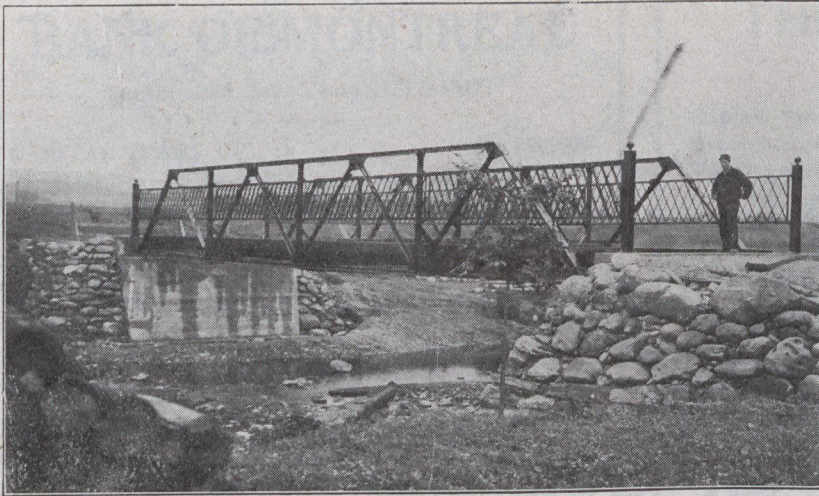
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