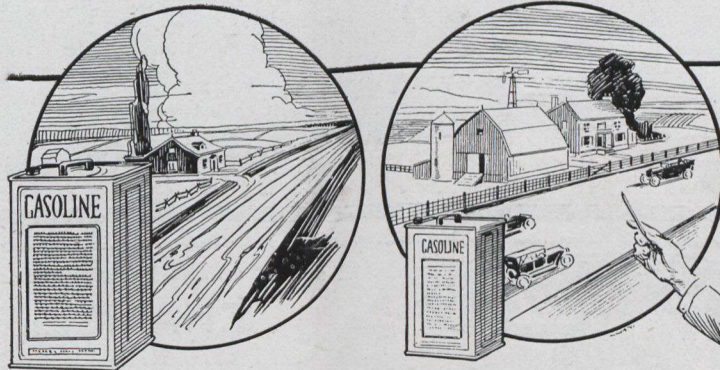


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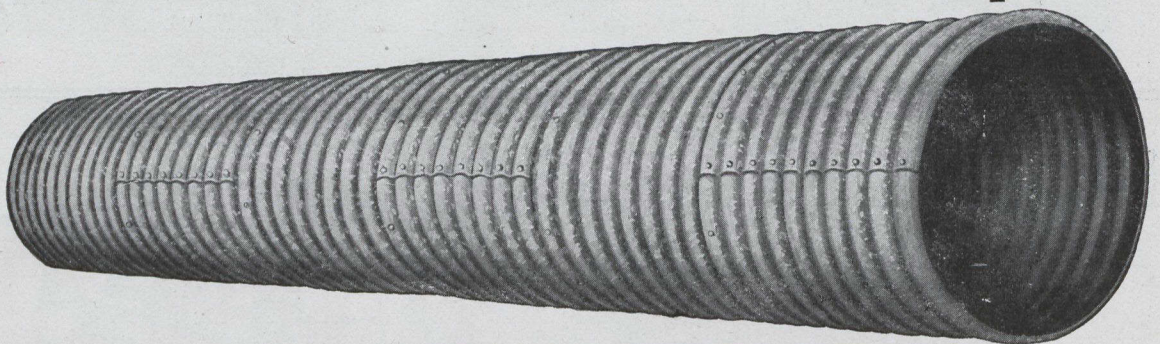
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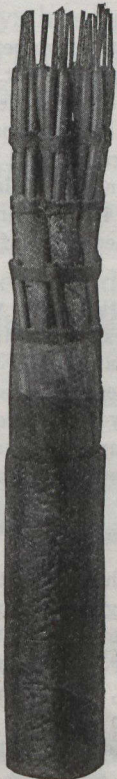
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JUVENILE COURT WORK IN REGINA

Juvenile delinquency is declining instead of increasing as far as the city of Regina is concerned, according to the third annual report of Judge Ethel MacLachlan of the Juvenile Court. During the year 1920 there were brought before her in the Juvenile Court 314 children, including a few who appeared more than once in court, and while this is the largest number appearing before the Juvenile Court in any one year, this is on account of Judge MacLachlan having held more provincial cases than formerly. Out of the 314 cases, 101 were from the city of Regina, a slight decrease from last year, and 213 from provincial points.

Judge MacLachlan estimated that there are in Regina about nine thousand boys and girls between the ages of five and sixteen years, whose age would bring them under the jurisdiction of the Juvenile Court, and as only 64 of the 101 cases coming before her from Regina were found guilty of an offence, 27 being neglected children who came to court through no fault of their own, she states that "every citizen of Regina should feel proud of its boys and girls." She takes strong exception to a recent article, apparently sent out from Ottawa, stating that "boy criminals" in Canada increased during the last twenty years by 300 per cent. "I also take exception to calling boys criminals," the report says, "as the Juvenile Delinquents Act was put in force expressly for the purpose that juveniles should not be called criminals but delinquents, and that they should be treated not as criminals but as misdirected and misguided children, in need of aid, encouragement and assistance."

Few Repeaters.

To show that the boys who have come into the Juvenile Court since its establishment in the province three years ago are not criminals, she tells that only 23 came into court who had been there before during the three years, out of a total of 265. "I would hate to think of the 242 that appeared once as "criminals" the report states, "nor would I like to think of the 23 who appeared more than once as such." Out of these 23 repeaters there were nine who were sent to the Industrial School, two were made to saw wood to earn a ten dollar fine each for stealing coal, and the other dozen were continued on probation with small fines, restitution, etc.

Through the co-operation of the city authorities with the Juvenile Court and others interested in boy welfare, the by-law prohibiting boys from frequenting pool rooms was amended so as to raise the age limit from 14 to 17 years. The co-operation of the men engaged in the pool room business, with a heavy fine inflicted on one pool room keeper in 1919, has had a splendid effect, and during the year 1920 the probation officer made three hundred and four visits to the various pool rooms of this city and on each and every occasion reported "pool rooms all clear of boys."

Several newsboys got into trouble last year, partly the fault of the parents, who in some cases took every cent earned by the boys, and as a result of this trouble and owing to the fact that any boy, no matter of what tender age, could sell papers at any hour on the streets of Regina, a request was made to the City Council to pass a by-law to regulate and control the sale of newspapers by boys and to have them all licensed, and this was done.

Thefts Most Common Offence.

Out of the 265 charged with some kind of delinquency, there were one hundred and ninety-six charged with theft of various kinds, including the most serious offences of shop-breaking and theft and house-breaking and theft. Lack of home training, love of money, and the extravagant age in

which we live, may be some of the causes leading up to this amount of theft. While statistics show that theft of automobiles in different cities all over Canada is very much on the increase, the records of the Juvenile Court for the year 1920, in the city of Regina, show that not one boy was accused of this delinquency, which is a remarkable record.

Comparatively few children, says the report, come into court through their own fault. An examination of the table giving the causes for neglect and for delinquency, shows that at the most only 103 children, out of the 314 cases, came into court when the blame might be attached to themselves, while from this number possibly 37 more might be deducted, leaving only 66. "From this analysis," says Judge MacLachlan, "we would infer that for the most part the home, and the home training, is what is absolutely and emphatically at fault.

There would appear to be no necessity for a detention home where children might be kept while awaiting trial. Ninety-nine per cent. are allowed to remain in their homes until the trial date is set, and in the three years not one child has run away while awaiting trial.

Twenty-five Adults Punished.

In all, twenty-five adults were punished for contributing to delinquency or neglect, and there would have been more only that it is not an easy matter to secure evidence in many cases.

The probation system has been a great success. Of the 265 alleged delinquents 242 took advantage of the chance given them under the probation system and never came before the court again, but with the help of the voluntary probation officer appointed for the purpose have succeeded in retrieving their characters. Judge MacLachlan makes a plea for the appointment of women probation officers, stating that the delinquent and incorrigible girl is a much harder problem than the delinquent boy.

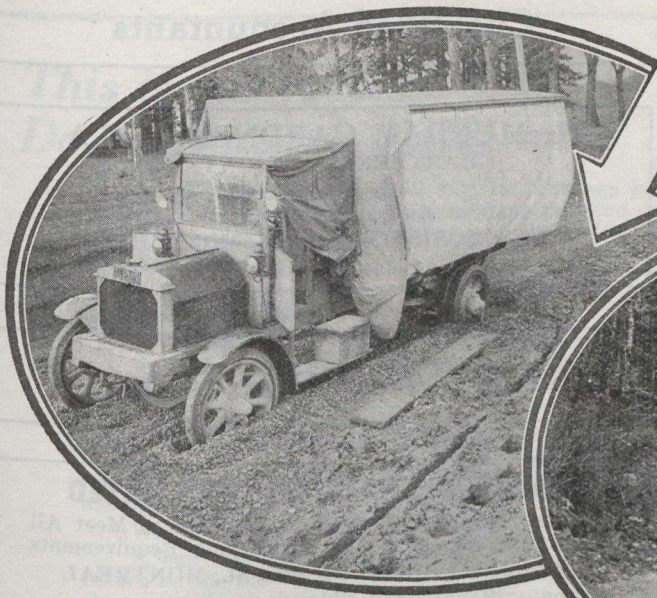
"It is possible," says the report, "that a number of children coming into the court are mentally deficient. Out of the 314 last year, nine were evidently of this description. Without a specially trained psychiatrist it is impossible for the ordinary person to detect the high grade, and therefore the most dangerous, feeble minded person. Dr. Clarke, who made a mental survey of the province, in speaking of the Juvenile Court in Regina, advocates the necessity of a mental specialist."

From a number of tables and statistics with which the report is concluded, a number of interesting facts may be gathered. For instance, it is shown that in the 314 cases there were no less than 26 nationalities represented, and while 234 were born in Canada only eighty-four were of Canadian nationality. This shows what an important part, either for good or bad, the New Canadian will play in future generations.

Large Amount for Restitution.

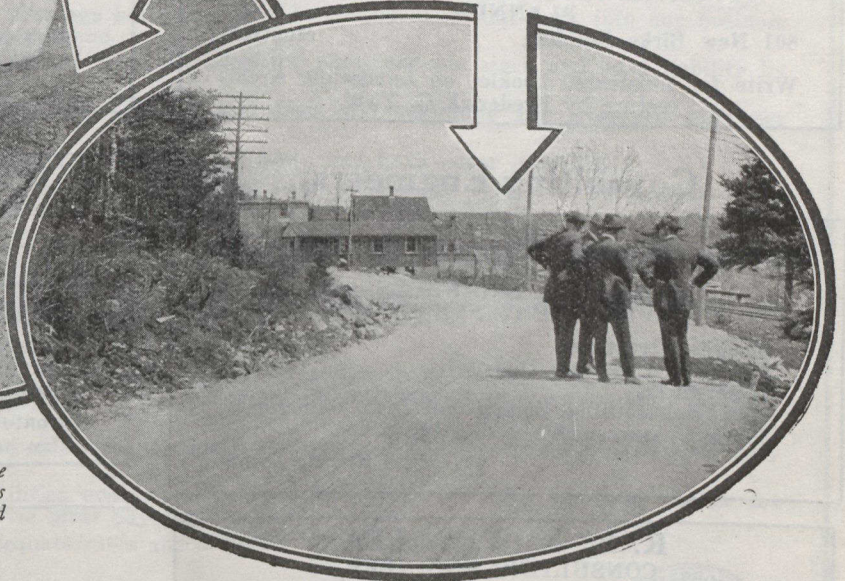
Another table shows the punishment handed out to adults for contributing to delinquency and neglect. Fines to the amount of \$705 were inflicted, costs amounted to \$95.15 and restitution was made to the value of \$639.50. Children themselves paid fines amounting to \$441.30, the costs came to \$795.10, and restitution was made from child or parent of \$2,575.70, while in addition to restitution in money, many articles were restored.

It is also stated that of all the cases brought before the Juvenile Court during the year only one was appealed, and in that case conviction was upheld.



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FREDERICK WRIGHT, Editor

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MONTREAL, APRIL, 1921

NO. 4

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Humanizing Municipal Reports

In a recent address on the fundamentals of municipal accounting Mr. J. R. Paterson, of Lethbridge, laid down as one of the pre-requisites to sound municipal finance "the human ability to interpret and literally read the message that an accounting condition has to convey." In other words, Mr. Paterson urges municipal officials to humanize their reports.

There are many municipal accountants and secretary-treasurers who are under the impression that to clarify their reports is to convey an idea of weakness in their knowledge of public accounting and finance, and no doubt this impression is often accentuated by the auditors, who in their love for detail in their reports actually obscure the essentials, in so far as the lay mind is concerned. Time and time again we have had the greatest difficulty in reading the annual reports of some municipalities, and we can quite understand, and sympathize with councils getting fogged with the reports of their own officials. What is wanted to-day, and should be insisted upon, from each municipal official having to make reports, whether they be financial or engineering, are statements not only clear in themselves but sufficiently explanatory for the average citizen to read and understand. Complication in municipal accounting is not necessary to convince the lay mind of the cleverness of the accountant. The really big men in the municipal game are very direct in their methods and consequently their reports are simple, lucid and self explanatory.

This brings us to the question as to whether or not it is advisable in the interest of the municipality to not only publish reports, and particularly annual statements, but to see that each ratepayer gets a copy. We believe that, provided it is easily read

and understood, that it is the duty of the Council to see that every ratepayer receives a copy of the annual financial statement. It is money well spent for it would bring home to the citizens in a very direct way their responsibility in the government of the community. What is more, the ratepayers have a right to know how their money is being spent.

A number of Canadian councils already send out to each ratepayer a copy of the annual statement, to which, in some instances, is attached general information about the municipality. We have just received an excellent example of this kind of municipal publicity from London (Ont.), and last winter in Saskatoon the authorities published the finances of the city and the activities of the Council on lantern slides which were shown at a mass meeting of the citizens.

In many of the larger cities in the United States the authorities publish their own journals in which are represented, not only official statements and the activities of the different departments, but articles and advice that cannot help but be of value to the citizens. No Canadian civic authority has yet got to this stage of publicity though one or two publish from time to time very useful booklets on civic subjects that at the moment may be in the minds of the people. But the time is fast coming when it will be necessary for every municipal council to publish a record of its activities, and why not do it intelligently. It would be a wise move then for officials to prepare themselves for such a time by giving some little time to humanizing their reports—and even a financial statement can be made very interesting and really instructive.

Immigration

The President of the Canadian Pacific Railway and the General Manager of the Bank of Montreal are both emphatic in stating that immigration is very necessary to develop Canada if she is to pay off her huge war debt, and place her national undertakings on a paying basis. On the other hand the government, largely at the request of organized labor, is inclined to restrict immigration, at least for a time, until more normal industrial conditions prevail. So far as the cities and towns are concerned it would be suicidal to encourage immigration for it would mean an augmentation to the already too large army of unemployed, but in the rural districts immigration is badly wanted. The difficulty is to conduct immigrants right on to the land. This is not done under our present immigration policy, which is simply to give a cursory examination at the ports of embarkation and then leave the immigrants to shift for themselves as best they can. The consequence is that every eastern port is full of foreign colonies that are a menace to the community life of the municipalities in which they are domiciled. These same men and women if they had been intelligently directed on their first landing in Canada would to-day be doing useful productive work on the land.

We would commend to the government the excellent New Zealand system of immigration by which a government official travels on every boat leaving Europe for New Zealand. This official during the voyage becomes acquainted with every immigrant—

finds out exactly what he or she is best fitted for, so that on arrival in New Zealand the settler is sent direct to that part of the country where he wanted. No waiting around the ports—no unemployment. If Canada would adopt some such sane system as New Zealand has, the farmer would get his labor, the immigrant would be grateful and labor would be satisfied—and there would be no slums in our cities, at least they would not become worse than what they are.

But there is another phase of our immigration policy that wants changing if Canada is to get the full benefit of her immigrants, and particularly her foreign immigrants—who should and would make desirable citizens if the Federal authorities would but realize their responsibility in the matter. We refer to naturalization. Under the present system the only condition of naturalization is four years residence in Canada. This is not enough. There should be a simple educational test in either English or French, failing which the foreigner should be deported after a period of five years from the date of arrival. This is the only logical way to inculcate that Canadian spirit into the foreign-born, that is so necessary if this country is to progress along the right lines. Surely this is not asking too much of those who seek the asylum of Canada, where they get privileges unknown in the countries they come from.

Governmental Liquor Trading and the Municipalities

In the Province of British Columbia part of the profit to be derived from the liquor business of the government is to be given over to the municipalities. This is as it should be, for it is the municipalities that have to suffer whatever ill effects result from the business, and it is certain they have to provide the protection and much of the necessary machinery for its control.

In the Province of Quebec legislation has just been enacted by which the government, through a Commission, is to carry on the business of liquor dealing in those municipalities that desire it. With the Commission controlling the sale and the purity of the liquor—a great improvement on the system of limited prohibition which has been in force for two years—it is expected that not only will drunkenness be reduced to a minimum, but that the traffic in bootlegging whiskey and other poisonous liquors will be done away with altogether. But though a huge turnover is expected, which means an extra good profit to the province, no provision has been made as yet to turn over any of the revenue to the municipalities. Of course, no one knows what the net revenue will be, and possibly the government is waiting for a period to pass to see what will happen before declaring its plans regarding the division of the profits, but it is to be hoped that the municipalities will benefit—financially.

There are those who would object to the communities deriving any returns from the sale of

“strong waters.” They argue that any money so received is “blood money” and therefore would be a curse to the community. The answer to such an argument may be given in the words of the late General Booth, the founder of the Salvation Army, who when once remonstrated with for allowing his people to go into saloons and collect from the customers said, that “however dirty the money may be when the Army received it, it was soon made clean in the work of charity.” If then in the administration of a trade—which experience tells us is one that if not carried on legally, with all the safeguards possible for its proper control, will be carried on illegally—certain profits are made, it is only right that these profits be used for the benefit of the community. In Sweden this principle—or policy—is adopted in the sale of all intoxicating liquors, by practically every community in the country. The result is that whereas Sweden was, before the adoption of the system, one of the most drunken countries in Europe, and consequently in the world, it is to-day the most sober. What is more, the revenue derived from the sale of liquor is sufficient in many of the municipalities to reduce local taxes to a very small amount.

Should for any reason prohibition fail in the other seven provinces it is to be hoped that the trade will be kept in the hands of the government—that it will never get into private hands again. Improvements must go on and there is no reason why liquor should not be made to pay for them.

The City Manager in Canada

One of the proposals for a revised city charter that will be referred to the ratepayers of Montreal calls for a city manager with full administrative powers, such as he has in some of the smaller cities in the United States. To bring home to its readers the benefits of the city manager system of government the Montreal Star is publishing daily an interesting series of articles by H. S. Gilbertson on the subject. Mr. Gilbertson is a prominent member of the American National Municipal League and specially qualified to write on the city manager plan, but Mr. Gilbertson in his eagerness to present the best side of his case is inclined to run riot in his interpretation of the workings of the manager system as against any and every other form of municipal government. In his fourth article he cites Dayton (Ohio)—the second municipality and the first city to adopt the system—as a kind of earthly paradise after seven years of administration by a city manager. While not questioning for one moment the excellent government of Dayton, we attribute it more to the fortunate choice by the city commission of a rare genius in H. M. Waite as manager, than to the system itself, which in practice is bureaucratic to the last degree and in consequence is absolutely opposed to the spirit of British democracy—which in principle is continuous personal responsibility on the part of the citizens.

We venture to say that within the British Empire there are many cities of the same size that are as well governed as the American city, and which are administered under the old fashioned system of mayor and aldermen. In Canada we have Toronto, Winnipeg, Hamilton, Vancouver and Ottawa, all cities with equal or larger populations than Dayton—and many lesser communities, including all the capital cities with the exception of St. John N.B.—governing themselves through the mayor and council in a way that is a credit to the citizens. None of these municipalities could be better administered by a manager.

Of course, a number of smaller municipalities in Canada are ably administered by managers, but when it comes to large communities it is questionable if in Canada managerial administration would prove a better system than our present systems. It must be remembered that municipal government in the United States has never been quite the same as in Canada. In the first place, across the line, there has never been the real checks in expenditure such as we have in the different provinces,—the control of the State authorities being but nominal. In spite of the many excellent municipal associations there has never been that civic sense of responsibility in American cities such as we have, with few exceptions, in Canada. Their civic politics have not only been along party lines, but their systems of elections—which in some of the states make every official down to the constable an elected official—are so complicated as to give special opportunities to ward bosses and grafters, as is illustrated in the notorious Tammany Hall of New York, and its imitators in most large American cities. Such societies or gangs would be impossible under our Canadian system of civic government, particularly since municipal departments, and local government boards have come into force.

It was an attempt to change this complicated system with the hope of eliminating the "bosses" and their baneful influence on civic affairs that the commission and the manager form of government were introduced in the United States and in comparing the success of either system it would be well for Canadians to remember that the comparison is between the municipalities that have adopted them and those that are still under the old form of complicated civic government as practiced in the United States—not in Canada.

In other words municipal government had got so bad in the United States that some reform had to be made to save its good name and undoubtedly the manager form, because of its simplicity and directness in the 185 municipalities that have adopted it, has so far proved a successful means of administrations. But in Canada municipal government has always been simple and direct, both in regard to election and administration, and on the whole honest and economical, so that the introduction of the manager form of administration in any of our municipalities is in reality bringing in an American experiment to eliminate evils that were never ours. Municipal government in Canada is not all perfect by any means, but the United States is hardly the place to go to get tips from, rather we would say that our friends to the south have much to learn from our Canadian systems of municipal government.

THE GOVERNOR-GENERAL AND MUNICIPAL GOVERNMENT.

The announcement of the Governor-General, when replying to an address of welcome from the Winnipeg civic authorities, that he intended re-entering municipal life when he returned to England, was illustrative of the zeal of the best men in the Old Country to serve their fellows, and also illustrates that deep sense of public duty which is only measured by the capacity and opportunity to give that service. To the Duke of Devonshire the only difference between the Governor-Generalship of Canada and the Chairmanship of the Maidstone District Council (Kent) is one of degree only—in either position he gives of his best. How many of our public men, having occupied the highest offices in the gift of their fellows would, assuming they had the opportunity, take up a municipal office. The point we wish to make is that when the Governor-General of this Dominion on retirement does not consider it any lowering to his dignity as a public man to serve in the capacity of a municipal councillor, there is surely great dignity in municipal service, whether it be in the Old Country or Canada.

Ceremony is the invention of wise men to keep fools at a distance.—Steele.

GOOD SALARIES FOR GOOD MEN.

That the London County Council (Eng.), believes in the good old idea that to secure good men you must pay them well is illustrated in its decision to appoint an assistant housing administrator at a salary of \$10,000 per year. The council already has a housing administrator at \$10,000 and a housing director at the same salary.

MUNICIPAL MUSIC.

The Municipal Council of Melbourne (Australia) is encouraging the young local musical talent of that city by causing a series of concerts to be given in the Town Hall at which young musicians and singers from the local conservatories perform. Throughout Australia music, as an educational medium for the masses, is encouraged by the municipal councils to the fullest extent. Most of the town halls have fine organs at which frequent recitals are given, often by the municipal organist, who also arranges popular concerts at popular prices. We note that municipal concerts are also popular in South Africa and New Zealand, but in Canada, such means of entertaining and educating the people are not known. A little music—particularly when it is good—does not detract one little bit from the official administration of the community, and the cost, considering the results, is infinitely small.

BILINGUALISM.

In the December and February issues of this journal appeared a thesis on "Bilingualism," by Brother F. A. Thaddeus of the Christian Brothers, one of the teaching orders of the Roman Catholic Church. The thesis itself was based on a lecture delivered by Dr. W. H. Atherton, best known to our readers as Secretary of the first City Improvement League in Canada, but who is also Professor of English Literature in the University of Montreal. Both the lecturer and the writer are masters of the two official languages of Canada, as was illustrated in "Bilingualism" which also appeared in our French journal, "Le Québec Municipal." Quite recently, by kind invitation, we had a special opportunity of testing the system of teaching the two languages in the famous Mount St. Louis College in Montreal, where Bro. Thaddeus—an Irishman by birth—is a teacher. The occasion was an entertainment in English given by the pupils, and the special event that brought home to our mind the effectiveness of the teaching system so far as languages were concerned, was a play written by Mr. Thaddeus himself and based on an old story in which the early Christians played a prominent part. All the characters, with the exception of two, were played by French-Canadian boys, and though the language spoken was English, each character was clearly and beautifully portrayed both in voice and gesture. We were listening to the English language as it should be spoken, not—as we had been listening to all day elsewhere—to as many dialects as there were speakers.

The lesson conveyed to us was that if the French language could be as well taught in the English schools in Canada as the English language is taught in this French school, the beauties and the fuller meaning of both languages would soon become part of the family life of the nation. There would then be a real "bon entente" between the two dominant peoples, because they would know each other better.

TOWN PLANNING IN CANADA.

Under the English Housing Act all urban municipalities in England and Wales must be town-planned by 1926. In Canada though all the provinces, with one exception, have passed town planning legislation it is still largely optional for any municipality to adopt it, and so far as we know very few have. The reason for this is that in spite of the propaganda of enthusiasts very little is really known of town planning, and much less of zoning. When public meetings are called to discuss the subject they are sparsely attended. Even when town planning is to be the subject of an address before any public organization the attendance is below the average. Somehow or other the masses have never been awakened to the significance of town planning in their community and home life. Is it because individualism and materialism have got such a strangle hold on the national life of the Dominion as to crush out the community spirit? We hope not. But be that as it may the town planning spirit is still confined to the few instead of being diffused to the many, which means that the educational campaign in Canada must be broadened and made more interesting to the man and woman in the street.

UNIFORM MUNICIPAL ACCOUNTING.

In another part of this issue appears a very instructive paper on Uniform Accounting by Mr. Andrew E. Fritz, the public examiner of municipal accounts for the State of Minnesota. The article is taken from the organ of the League of Minnesota Municipalities, in which is also published the report of a special committee on the same subject. From this report it would appear that they have the same difficulties in the different States of the Union in securing uniformity in municipal accounting as we have in Canada, but at least they are making an effort to get down to a common basis so that more reliable comparisons may be made between the standing of one municipality and another. Some years back the Union of Canadian Municipalities did try to work out a uniform system of municipal accounting for the whole of Canada but without much success, the reason being that each province has its own municipal laws. Now that the Dominion Statistician has taken the matter up it is to be hoped that he will succeed in bringing about the desired end.

Our readers will be interested to know that the League of Minnesota Municipalities, which comprises 60 cities, one borough, 113 villages and two townships, was started some few years ago by the Municipal Reference Bureau of the State University of Minnesota, both the secretary-treasurer and the executive secretary being members of that institution. This reminds us that the state universities of the United States take a much more active part in municipal affairs than do the universities of Canada, and a number of them, like Minnesota, have actually established state municipal unions or leagues, with marked success. Of course, we in Canada are well off for municipal unions, but we do think that Canadian universities, particularly since municipal government has become so complex these last few years that it requires specialized effort and training, should take a more active part in civic affairs than what they have done in the past.

THE UNION OF CANADIAN MUNICIPALITIES AND THE BELL TELEPHONE RATES CASE.

Our municipal leaders can score at least one for the Union in this case which was fought to a hard finish before the Board of Railway Commissioners at Ottawa in January. As indicating the equity of the position taken by the Union we refer to the following points:

- (1) The Union admitted that under present conditions the Company would be entitled to about \$1,630,000 increased revenue. The Board allowed increases calculated to give about \$2,100,000, instead of \$4,500,000 as asked by the Company.
- (2) The Union opposed the measured rate. The Board upheld this stand and refused its authorization.
- (3) The Union asked that the Company's depreciation reserve account be calculated on actual experience and not on theory. It was so ordered.
- (4) The Union admitted the justness of an increase in long distance tolls which was allowed.
- (5) The Union urged that any increase which might be granted, should be considered as temporary relief and subject to revision to meet future conditions. The Board upheld this contention and directed accordingly.

Every friend of the Union and the principles for which it stands has reason to be satisfied with the success attending its efforts in this famous case.

A. D. SHIBLEY,
Secretary.

New Government System for Montreal

The citizens of Montreal on May 16 are to decide by a referendum by which of two systems they will be governed in the future. The first system calls for a council of fifteen members, elected for four years by proportional representation in three electoral districts, a mayor elected by the councillors from among their number, and a manager who will have practically the control of the administration. The alternative system calls for a council of thirty-five aldermen elected in as many wards for two years, a mayor elected directly by the people for the same time, an executive committee of five aldermen and a director of departments elected by the council.

The first system was prepared by a commission appointed by the provincial government after ten months of study of municipal governmental systems in different parts of the world and the second system, which has the backing of the majority of the present council, by a group of provincial legislators that represent Montreal and district.

While it cannot be said that either of the systems is perfect, both being largely of an experimental nature, particularly the first system—experimental inasmuch as no city of the size of Montreal has attempted the manager form of government or proportional representation—the citizens of the commercial metropolis will have a chance again of governing themselves. For four years this great city has been administered by a commission of five citizens appointed by the provincial government. It is true there is a City Council of twenty aldermen and the mayor, but its powers are so limited as to be innocuous when pitted against the decisions of the administrative commission. Such a system, of course, is against all principles of democracy, and was never intended to be permanent, though in the main it has worked out fairly successfully for which great credit is due to the ability of the Chair-

man of the Commission (Mr. E. R. Decary) and the loyalty of his colleagues and officials. What the future of Montreal will be depends absolutely on the citizens themselves, for whatever the system of government is its success can only be measured by the determination of the people to see that it gets a real test.

THE SURVEYOR AND HIS OPPORTUNITIES.

The Editor:—

My attention has been drawn to certain editorial remarks, in your issue of the Canadian Municipal Journal of March, 1921.

In your article "The Surveyor and his Opportunities," the last paragraph is scarcely in accordance with facts, as from thirty to forty per cent. of our membership are land surveyors and they have, and are taking a very keen and active interest in the problem of town and rural planning.

Yours truly,

H. H. HAWKINS,
Hon. Sec'y-Treasurer.

Town Planning Institute of Canada.

We are delighted to publish the above correction of our statement under the above heading, that "We doubt even if the new Town Planning Institute contains a single surveyor." We hope we are also wrong in our further statement that "In town and rural planning the surveyor should be at home, yet we don't know of any plans that have been prepared by a surveyor." The point we wanted to drive home in the article was that surveyors in Canada, because of their training had a special opportunity to exercise their talent in town planning, but that we had had no evidence of their activity in this important work. Mr. Hawkin's letter shows that Canadian surveyors are alive to their opportunity and responsibility in the matter, and we trust the day will not be long when their services as town planners will be in request throughout the Dominion.

THE FEDERAL HOUSING SCHEME AND THE PROVINCE OF QUEBEC

The Editor:—

In your issue for March you published a letter from me pointing out that it was not the case that the Federal Scheme was unworkable in Quebec. As a reply to that statement you set forth reasons, advanced by the administrative commission, why the Federal loan has not been used in Montreal. As it may assist those who are interested in securing houses to understand what are the real difficulties in securing the application of the loan in Montreal, I am venturing to write you at greater length with regard to the above and other reasons that have been put forward for lack of action in Montreal.

In the first place it should be realized that there has been some misunderstanding regarding the conditions owing to the lack of opportunity for conference between the Federal, Provincial and Municipal authorities. Where there is confusion of mind regarding the precise meaning or interpretation of conditions attached to a scheme of this kind, it is unlikely that such an issue can be cleared up by correspondence. I have, on different occasions, suggested that there should be a conference to find out what are the real difficulties and I am certain that if this had been held, misunderstandings would have been removed and Montreal would have been able to have used the loan. I do not wish it to be understood that the lack of this conference has been due to any indifference on the part of the Provincial or Municipal authorities. It has simply been that the importance of having it has not been realized.

Mr. Decarie's four reasons do not in any way dispose of my statement that the housing scheme cannot be declared as unworkable in Montreal, as it has not been tried. His first reason that the corporation is not equipped to build workingmen's cottages could be easily disposed of by appointing a small commission to undertake the work. The fact that a commission was appointed and failed to function was not a reason for ceasing to get a workable commission appointed.

With regard to absence of a housing company, such a company could hardly be formed until the municipality had definitely decided to give it the required assistance.

Contrary to what is stated, money is available for individual borrowers and the houses do not require to be of solid construction. The statement that houses costing \$4,500 are beyond the power of the average worker loses sight of two important facts. The first is that many workers today have to pay a rent up to \$45 and the second is that the building of houses at \$4,500 will—indirectly—do as much to relieve the pressure on the worker occupying a smaller house and cheaper house as the building of houses actually within his means. As a matter of experience it is found that the most effective way to relieve pressure caused by lack of housing accommodation on the poorest class of laborers is to erect houses for skilled artisans and others who can afford to pay an economic rent. Houses cannot at present be erected to be sold at a price which would represent a smaller monthly payment than \$35 to \$45. By the erection of this class of house, however, those who can only afford to pay \$25 will be benefited indirectly. There is a constant overlapping of competition from the dearer to the cheaper houses, which means that up to a certain point the pressure can be relieved by building small houses, even if they are somewhat beyond the means of those who have the worst housing accommodation. In other words, the increase in the supply of small houses benefits everybody

who needs a small house, even if those actually provided by the municipality are beyond the means of the laborers with the smallest earnings. Probably a study of the situation in Montreal to-day would reveal the fact that the houses which are most needed are those which would cost between \$4,000 to \$6,000, and that the absence of that kind of house is increasing the pressure on those who desire to rent or purchase cheaper dwellings.

Duplex or Two-Flatted Houses.

On previous occasions I have referred to the impracticability of any government body lending money for the erection of two-flatted houses, unless such houses are owned by the municipality or a company with a limited dividend. The difficulty of giving a loan for this purpose is that the person building two houses with the aid of taxpayers' money loaned to him at five per cent. could earn a profit of 20 to 20 per cent. on the house which he rented, as there is no way in which the rent could be fixed to prevent this.

The Federal Conditions.

Contrary to what has been stated by some critics there are no conditions attached to the Federal loan which make it more difficult to erect houses than in other places. St. Lambert is near enough to Montreal to have the same conditions and St. Lambert has erected houses and is asking for a further loan. The only definite statement of objections which I have received with regard to the housing difficulty, under the Federal and Provincial schemes, are contained in a letter received from the City Engineer of Quebec. In reply to these objections I pointed out that they referred to the provincial scheme and not to the project of the Federal Government. The City Engineer stated that certain persons desired to erect houses on 25ft. lots and said that the scheme prevented this because it required certain space at the sides of buildings. There is no such requirement in the Federal scheme but the fact that it exists in the provincial scheme indicates that there is room for amendment of the latter in order to meet Quebec conditions. All questions of space between the sides and rear of buildings are covered by the provincial scheme and are only the subject of recommendation in the Federal scheme. Thus the complaint that the Federal scheme is unworkable in respect of the only specific matters that have been mentioned is based on a misunderstanding. The recommendations in the Federal scheme are merely made with a desire to offer some leadership to the provinces and local authorities and they should have been adjusted by the Quebec scheme to suit the Quebec conditions. It would appear, therefore, that the need is for some amendment of the provincial scheme and I am sure that if this were made, there would be no objection made on the part of the Federal authorities. The objection of the City Engineer of Quebec is evidence of the misunderstanding that has existed as to what are the provisions of the Federal Project, and shows that it has been assumed that they impose standards regarding space about buildings which have been left to the provincial authorities.

I still think that if there is any serious desire to meet the pressure due to scarcity of housing accommodation and to utilize the Federal loan for this purpose, that some conference of the persons interested should be held to find out exactly what the difficulties are and how they can be overcome.

Yours faithfully,

THOMAS ADAMS,

Town Planning Adviser.

Commission of Conservation.

NEW CHARTER FOR MONTREAL

Below is a synopsis of the two charter proposals which will be submitted on May 16 to the electors of Montreal for their decision. Scheme A was prepared by a special commission appointed by the Provincial Government, and Scheme

B by the local members of the legislature. The essential differences between the two schemes are embodied in the first eight clauses.

Scheme A.

- 1.—Division of city into three large districts, East, West and Centre.
- 2.—Five members of council to be elected in each district.
- 3.—Total 15 members one of whom will be mayor.
- 4.—Election by Proportional Representation system of voting, no vote lost.
- 5.—Term of office four years.
- 6.—Mayor elected by council from among their number.
- 7.—Administration by the council alone as a body.
- 8.—General Manager appointed by Council within 30 days.
- 9.—Powers defined by charter, must give time to city, and has charge of all administrative actions of city under the control of the council.
- 10.—Municipal Service Commission composed of heads of departments and one representative of employees chosen by them from their number.
- 11.—The council appoints, suspends and dismisses the city clerk, city comptroller, city attorney and assessors, all the other hands of departments only upon the recommendation of the General Manager.
- 12.—Any recommendation of General Manager is adopted or rejected by the absolute majority of the council who may also make representations to General Manager.
- 13.—Mayor's salary, \$8,000.
- 14.—Councillor's salary, \$3,000.
- 15.—Salary of General Manager to be fixed by council.
- 16.—Fine for non-attendance at regular meetings \$50 and at special meetings \$20.
- 17.—Nomination by the Council of a Commission for the preparation and surveillance of public utility franchises.
- 18.—Budget prepared by General Manager on reports from Directors of Departments.
- 19.—City to spend \$25,000 a year for 5 years to purchase up-to-date books for civic library.
- 20.—Cost of paving paid by fronting proprietors, except for street intersections which is paid by the city. Repaving of streets to be borne by the city forever.
- 21.—Compulsory census every three years for school and health and other purposes.
- 22.—Council may impose bachelors' tax, except on any person paying \$10 or more in other taxes to the city.
- 23.—All contracts over \$5,000 must be approved by Council.
- 24.—Expropriations with or without demand of proprietors on recommendation of General Manager approved by absolute majority of all members of Council, price decided by the Quebec Service Commission.
- 25.—Council has no right to give instructions to departments except through General Manager.
- 26.—Mayor to vote as councillor and have casting vote in case of tie.
- 27.—General Manager to take part in Council meetings but not to vote.
- 28.—Electoral Bureau having complete charge of election matters.
- 29.—Bachelors paying tax have right to vote.
- 30.—British subjects over 21 whether proprietor, tenant or occupant or paying bachelor's tax or other tax over \$10 have right to vote.
- 31.—No members of Senate, Commons, Legislative Council or Assembly or member of Parliament, Federal or Provincial Commission eligible for council.
- 32.—Candidate for councillor must have 200 signatures for nomination. No deposit.

Scheme B.

- 1.—Division of city into 35 small wards.
 - 2.—One alderman elected in each ward.
 - 3.—Total 35 members.
 - 4.—Election by simple plurality vote. Minorities have no representation.
 - 5.—Term of office two years.
 - 6.—Mayor elected by citizens.
 - 7.—Administration by an Executive Committee of five members chosen from Council. Mayor not a member.
 - 8.—Director of Municipal services must be appointed within thirty days. by Council.
 - 9.—Powers to be determined by executive committee from time to time.
 - 10.—Municipal Service Commission composed of heads of departments and one representative of employees chosen by them.
 - 11.—All heads of departments, except the city clerk, the comptroller, city attorney and assessors who are within the jurisdiction of the council, are appointed suspended and dismissed only upon the recommendation of the executive committee.
 - 12.—Any recommendation of Executive Committee can only be rejected or amended by absolute majority of all members of council.
 - 13.—Mayor's salary \$10,000.
 - 14.—Councillor's salary \$1,500.
 - 15.—Chairman executive committee additional \$1,500. Other members executive additional \$1,000.
 - 16.—Fine for non-attendance at meetings \$10.
 - 17.—Formation of Technical Commission.
 - 18.—Budget prepared by executive committee on reports from directors of departments.
 - 19.—Civic library remains as it is.
 - 20.—Cost of paving and repaving (including intersections of streets and lanes) are placed upon the proprietors of any street at the whim of the council.
 - 21.—No Provision made regarding census matters.
 - 22.—Council may impose bachelor's tax without exception.
 - 23.—Executive committee may award contracts up to \$5,000 without approval of council.
 - 24.—Same procedure but the council fixes the price.
 - 25.—All communications between council and departments must be through executive committee.
 - 26.—Mayor has not vote on council, but has casting vote if there is equality of votes.
 - 27.—Members of executive council are members of council and vote.
 - 28.—The city clerk is in charge.
 - 29.—Bachelors are taxed without right to vote or representation.
 - 30.—Old law applies, bachelors have no votes unless qualified for other reasons.
 - 31.—No member of the Federal or Provincial Governments or permanent Federal or Provincial Commission eligible for councillor.
 - 32.—Candidate for councillor must have 50 signatures and deposit of \$500 which he forfeits unless he receives one-half as many votes as the successful candidate.
 - 33.—No provision made for recall of a dishonest or careless alderman.
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- 33.—The citizens have the right to recall dishonest or careless councillors.

MUNICIPAL UNIONS

ARTHUR ROBERTS, K.C., President, Union of Canadian Municipalities.*

It is a faithful saying, that of the three governments under which we live—the federal, the provincial and the municipal—it is the latter with which our citizens come most directly and continuously in contact, which has most to do with the comforts and conveniences of their life, and for whose maintenance they make the largest contribution, and it was a matter of regret that in days, I think I can safely say, gone bye, it was the one with respect to which they showed the most indifference. But there has been during the present generation a great awakening, a modern movement of ever-increasing activity in all parts of the British Commonwealth, and in the United States as well, in all that pertains to municipal life, that has led to the elevation of that life and the emphasizing of its duties, its importance and its dignity. Men in commercial life, above all others, can appreciate the fact that whatever makes for better conditions in government, for honesty and efficiency on business principles, is deserving of our very best consideration. The bringing about of such conditions is the primary purpose of our municipal unions. It is the same spirit that has brought into existence the numerous kindred associations—Civic Improvement Leagues, Good Citizenship Clubs, Good Roads Organizations, Canadian Clubs, etc.

Municipal Government in Great Britain.

The movement in the old country was, perhaps, more than elsewhere, a natural growth and development,* which has always been characteristic of British governmental systems, designed to meet the exigencies of modern civilization with its problems of taxation and assessment, and the regulation and protection in a multitude of ways of the public safety, health and well being, and to meet the requirements of an ever growing insistence for equal rights and opportunities for all classes of citizens in the way of education and the enjoyment of the decencies and comforts of life. As a result they have there the Ministry of Health, a very efficient governmental department with general supervision over municipal duties and activities; and their urban and rural councils that have successfully in a large measure coped with problems and responsibilities of great magnitude. One interesting feature there to-day is that municipal life and honors, with its duties and responsibilities, are accepted and highly prized by many of their ablest, and most distinguished men and women, among the first of whom was Lord Rosebery, well known for his work in the London County Council. It is in growing favor with the best of their aristocracy, part of the saving grace in this aristocracy. One of the sons of our present Governor-General is now the Mayor of an English town. The creed of public service, stimulated and encouraged by war time sacrifices, is becoming more and more popular, and is rightly looked upon as one of the best forms of practical patriotism.

In the United States.

What I have said with reference to the old land is also applicable, more or less, to the United States and to Canada. But in the United States particularly there were other conditions which contributed to the movement which there also has had such far-reaching results. Some twenty-five years or so ago public opinion in the United States was being continually outraged by the exposure of flagrant civic graft in many of their cities, and in their legislative halls, while their citizens were not on guard and their representatives were asleep or actively leagued with the purloiners of civic

rights and privileges. It was to some extent mixed up with politics, and no relief was expected from the political parties, because the grafters and purloiners were themselves low grade politicians and ward bosses, and usually the providers of campaign funds. These unfortunate conditions gave rise to municipal unions and kindred organizations, and led to an awakening interest in and study of municipal conditions, with the result of much improved and more efficient forms of municipal protection and government, especially applicable to many of their cities, such as the Commission form of government, the city manager system, and other forms, with a growing demand for more civic home rule, which has done very much to ameliorate the unfortunate conditions to which I have referred, and has produced an infinitely better state of civic affairs than existed there during the past generation.

Not so many years ago in Canada, and even in the Province of Nova Scotia with its high standard of education and public spirit, it was not counted as unrighteousness for company promoters, known later as charter sharks, to seek gifts from Parliament and the various Provincial Legislatures in the way of public franchises and invasion of municipal rights without compensation to the municipality concerned, and it was not an uncommon thing for such promoters to obtain what they sought. The Union of Nova Scotia Municipalities has had occasion to oppose such applications in the Legislature of Nova Scotia even in connection with bills in which members of the Legislature were personally interested. But that now, thanks to the work of the Union, is largely a matter of history. Some twenty years ago such an application was made at Ottawa in connection with the city of Westmount. The mayor of the city of Westmount at that time was Mr. W. D. Lighthall, K.C., and the experience made him realize the hopelessness of any fight of a municipality against the highly organized and well paid lobbyists of a large corporation. He communicated with and was successful in getting together in conference representatives of various cities, and the result was the birth of the Union of Canadian Municipalities.

Activities of U. C. M.

It is an organization, as its name implies, that in membership and work covers all Canada. Its officers and executive annually elected, include a President, three Vice-Presidents, a Secretary-Treasurer, and an Executive Council. Many of its officers in the past were and have since been prominent in our public life. The three Vice-Presidents now are Dr. Rondeau, Alderman of Westmount; Mr. Marsden, until recently a Controller of Toronto, and Reeve Pearson, of British Columbia. The Secretary-Treasurer is Mr. A. D. Shibley of Montreal, who has the necessary energy, initiative and capacity to make the work of the Union of all possible benefit to its members. Then we have also a parliamentary agent at Ottawa—Mr. Cook—an ex-mayor of Ottawa, who with Mr. Shibley watches in the interests of the municipalities all proposed legislation, and takes with the co-operation of the Executive such action as may be necessary in that connection. The Executive includes the mayors and other men prominent in the Councils of the cities, and other municipalities, from the Atlantic to the Pacific, and meets as often as may be necessary. In general terms its work is protective and educational. The educational work is largely carried on through its conventions, which are held annually at different cities from year to year. In 1906 it was held at Halifax, and I think it is time that this city was again favored. Its protective work covers, of course, the work in connection with our federal parliament that I have referred to; but it also

*An address given before the Commercial Club, Halifax, March 10, 1921.

MUNICIPAL UNIONS.

includes all other cases where united action is advisable and most effective. An illustration of this is the work of the Union in opposition to the application of The Bell Telephone Company to the Board of Railway Commissioners for increased rates and a measured service in the Provinces of Ontario and Quebec. The proceedings were commenced last August and are still pending. Through the initiative and medium of the Union of Canadian Municipalities a conference of representatives from the municipalities concerned was early held, and sixty-eight of them agreed to unitedly oppose such application through the Union, and a special committee for that purpose was appointed, of which Mr. Decary, head of the Administrative Commission of Montreal was appointed and has since acted as chairman. The committee organized a staff of legal, technical and financial experts to fight the battle of the telephone users, and while the cost has been great and the labor intricate and heavy, it is confidently expected that the result will be of immense value to the municipalities, and will again show the absolute necessity for such a Union.

Union of Nova Scotia.

The destructive criticism sometimes levelled against our Unions is that they are not sufficiently active or aggressive, which has always been unaccompanied, as far as I know, with any practical or sane suggestions for overcoming the alleged shortage. In my own opinion such criticism is based largely upon a misapprehension of the possibilities for service open to us. We are not Bolshevistic in our ambitions or tendencies, and we cannot work miracles. Our Unions are voluntary associations practically without any legal status, although we work under constitutions of our own. We are not parliaments and cannot legislate. But we have a distinct sphere of influence, limited it is true, but with unlimited possibilities in the public good that may result therefrom. We have no politics. On the contrary we wish to be on the friendliest terms with the government of the day, irrespective of what party is in control, as far as it is consistent with our business of protecting, promoting and demanding a proper recognition of municipal rights. In the early days of the Nova Scotia Union it was thought by some perfervid politicians that an organization with the avowed intention of watching and criticizing the legislature even in municipal matters could not be kept free of political bias and interest. But I am glad to say that day has gone by, and it is part of our policy, and always has been not to jeopardize our existence and hamper our usefulness by any such smallness. It is with us a business proposition that can be well understood by a gathering of business men. Time has shown that one of the most useful purposes served by our conventions is that they afford a unique and highly appreciated opportunity for our municipal men to meet, discuss and promote their business interests, including legislation, absolutely on their merits.

The Provincial Unions may be considered as sub-divisions of the Canadian Union, and have duties and responsibilities of the highest importance, from the fact that matters of municipal concern come very largely within the purview of the Provincial Governments. In the Nova Scotia Union we have sixty-one members, thirty-nine cities and towns, and twenty-two rural municipalities, very nearly all the municipalities in Nova Scotia, and our officers and executive are equally representative of town and country. We have the reputation of being the strongest and best managed of all the Provincial Unions, and we flatter ourselves that to-day we have the confidence of the public and are well established as one of the most useful public institutions in Nova Scotia. Our records will show that we have justified our existence. In the way of legislation, for instance, as well as being of service to individual municipalities, we obtained for our towns

control of their own streets, thereby remedying some outstanding grievances. We secured legislation protecting municipalities against promoters of companies seeking public franchises, and have in other respects obtained legislation of much value to all the municipalities.

We value publicity, and find it, as you do gentlemen in every business, very necessary, and for that reason I shall venture to say a word with reference to the work immediately before the Union of Nova Scotia Municipalities. Shortly stated we are of the opinion that in the Legislature and Government of our Province municipal affairs have not been given that position that their importance demand. The rights given under the original Municipal and Towns' Incorporation Acts have been invaded from time to time. There is unrest caused by a growing tendency for some years to encroach on the rights of municipal home rule, particularly as to provincial appointments to municipal office, with respect to which our municipalities have to provide the salaries, and in the matter of appropriating municipal taxation for provincial purposes.

I have referred to the Ministry of Health of Great Britain. We have not yet reached that state of perfection so that we cannot benefit from the example of the mother land. Early in the present century the western provinces established Departments of Municipal Affairs as a part of their governmental systems. In later years Ontario and Quebec did the same. The Maritime Provinces are the most backward in that respect. We are well aware of the excellent service these departments in the other provinces are giving to their municipalities. Such departments have been endorsed and strongly recommended by the Union of Canadian Municipalities, The Conservation Commission of Canada, The Civic Improvement League of Canada, The Good Roads Congress of Canada, and by other associations, as well as by a well informed and ever-growing public sentiment. Ever since 1910 the Union of Nova Scotia Municipalities has been endeavoring to impress upon our provincial authorities the necessity for such a department in Nova Scotia. When the Highways Department was established legislation was obtained authorizing the creation of two additional departments, and we then expected that a Municipal Department would be one of them, but so far our hopes have not been realized. Those of you who are familiar with the work of the legislature are aware of how much of the time of the House and its committees is taken up with the consideration of the multitude of bills from our cities, towns and rural municipalities, and the consequent increase of the cost of the session. We claim that a large proportion of these bills could be better dealt with by a Department of Municipal Affairs, and that the saving in the cost of the session would more than pay the upkeep of the department, with the additional advantage of the fact that such business would not have to wait for the meeting of the legislature, and what are often serious delays thereby avoided. Further, you as business men, can understand the possibilities of valuable service to our municipalities there would be in such a department with an efficient staff of experts in the matter, for instance, of municipal finances, including methods of municipal bookkeeping and accounting, and in connection with the various problems that are always before those charged with the executive management and control of our municipal governments; not to mention the crying need of a better organized regulation and inspection of the various provincial public offices in the different parts of the province, connected directly or indirectly with our municipalities.

It has been said of the Union of Canadian Municipalities, and it is true of the Nova Scotia also—that it is a body of far greater public influence than can be gathered from the history of merely the actual measures it has initiated or

(Continued on page 120).

CURTAILING WASTE IN WATER SUPPLY BY METER.

Much evidence is manifest throughout Canada of the necessity of immediate action to curtail waste in water supply systems. In some cases the consumption is almost double the amount of water actually required. The effect of the waste is realized by the officers in charge when the limit for which the system was designed has been reached. Costly extensions are then necessitated to supply the wasted water and the rates for water must be readjusted upward. These high rates must be applied indiscriminately both to the careful and the careless user.

One of the larger cities in British Columbia recently narrowly averted a water famine caused by excessive waste during a dry period and steps have now to be taken to provide an additional supply at considerable expense. In another city, in Alberta, the cost of carrying each flat-rate consumer has been noted to increase by \$1.20 during the past year. The City Commissioner, urging the installation of service meters to remedy conditions, officially reports that "there are many hundreds of houses where water is being supplied at flat rates which are less than cost, and, on the other hand, there are many flat-rate payers paying considerably more than the cost of the water which they are using."

Mr. G. A. Johnson, Consulting Engineer, New York City, asserts that, as an integral part of the programme of conservation, water waste prevention is of cardinal importance. The saving that can be effected by intelligent and persistent effort in this direction is not sufficiently appreciated.

Hazen, in his book "Meter Rates for Water Works," says in part: "When a water-works system is first installed all the plumbing fixtures in houses are new and they are in general reasonably tight; people will ordinarily draw only the amounts of water that they need, and waste is comparatively small in amount. As time goes on, rust, corrosion, the hardening of rubber valves, and other changes result in leakage from plumbing fixtures. Small leaks running constantly make little impression on people who do not realize their significance. Yet a leaky water closet may waste without attracting attention as much water as would supply twenty families.

"As times goes on people become accustomed to the waste of water in their houses and indifferent to it; and it is the experience of American cities where the meter system has not been used that the consumption always increases more rapidly than the population. It may be a long time before the output becomes double the legitimate use; but after that point is reached, the rate goes on with greater acceleration until three-quarters of all the water that is furnished is wasted.

"The only limit to the increase is that a time comes when the new works required to supply the ever-increasing waste become so large and cost so much to build, that the burden cannot be further borne."

It does not require 100 gallons of water daily to cleanse the person and surroundings of the average citizen, carry away his sewage, cook his food and provide him with drink, or to furnish his share toward the water needs of the industries in his community. The New York water authorities seem to think that 80 gallons per capita is enough water for all the domestic, municipal and industrial needs of that city. There seems to be no good reason why one city should have an actual water consumption record of 70 or 80 gallons per capita daily, and another of approximately the same size and industrial activity show a water consumption of three times that amount. And yet such occurrences are not uncommon.—L. G. Dennis.

The high cost of living is increased by forest fires. Every citizen should help to keep down fires.

THE LARGEST ELECTRIC LIGHT AND POWER PLANT IN THE WORLD PUBLICLY OWNED.

With the acquisition of the \$32,724,000 properties and entire electrical interests of Sir William MacKenzie in the Toronto and Niagara district the Hydro-Electric Power Commission of Ontario becomes the largest generating and distributing concern in the world, according to the Electrical World.

The total capacity of the plants owned, acquired and under construction will be more than 1,000,000 horse-power. The total investment by the end of 1922 will be between \$160,000,000 and \$170,000,000 by the province of Ontario and the municipalities.

The Hydro-Electric Power System owned and operated by the Province of Ontario has been in operation now for ten years. It has been a story of stirring achievement and success mounting steadily from the first. By the last of 1920 it was serving 235 cities and intervening territory. It had reduced the price of electricity from 9 cents to 3 cents a kilowatt and was the most successful enterprise of its kind on the continent.

Now, with the purchase of these additional properties the province assumes an almost complete monopoly there being only one privately owned concern remaining in the province. It also, incidentally, becomes the greatest electric light and power plant in the world.

CONCRETE ROADS.

Concrete roads are rigid. They distribute the pressure of heavy vehicle loads to a large area of the underlying soil. When the soil lacks reliable bearing power as in the case of spongy clays or soft loams, concrete roads may be reinforced with steel rods or heavy steel wire mesh the bending stresses caused by the shock of traffic. This reinforcement affords an additional factor of safety at locations where, for any reason, unstable soil conditions exist or may develop. Concrete is the only paving material in which steel reinforcing can thus be used to give the increased strength required. Because they are rigid and can be built strong enough for any traffic, concrete roads are more widely used than any other type of highway surface. The people have learned to depend upon concrete roads. That's why concrete roads are being built and used everywhere. It's not the result of a sudden impulse. It's the result of public confidence — justified by long experience.

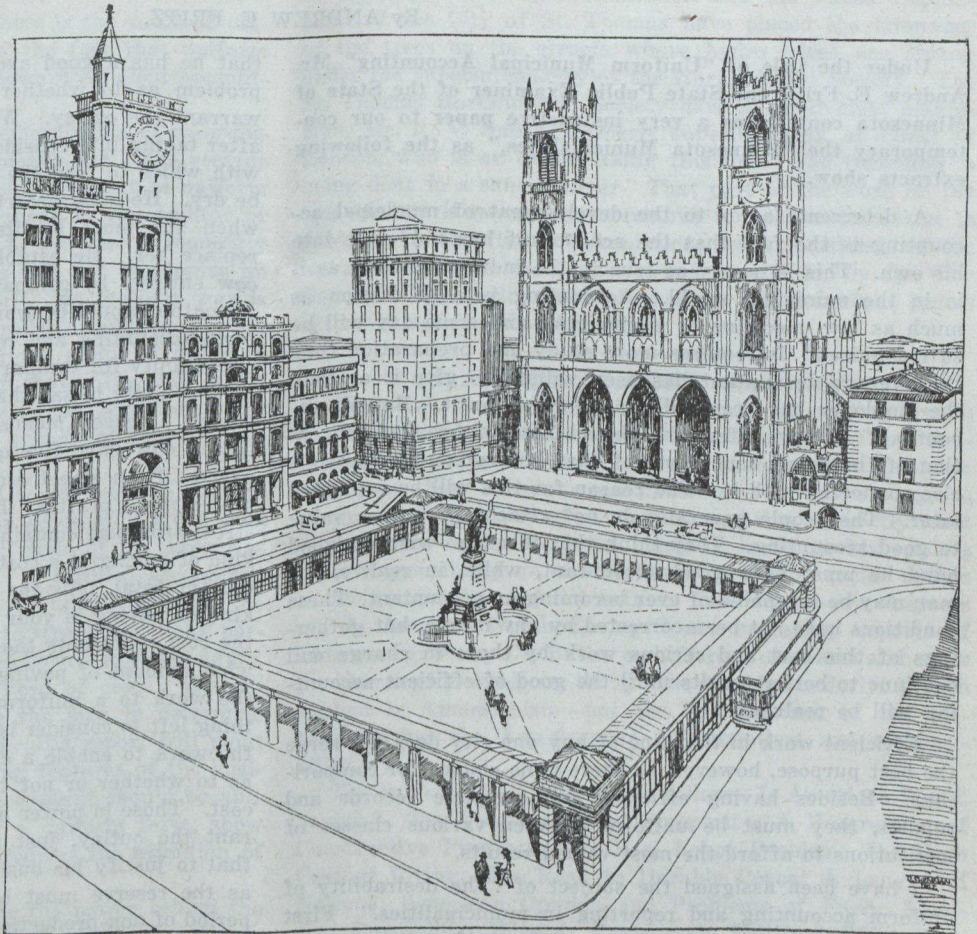
What About Cracks in Concrete Roads?

Concrete expands and contracts slightly with changes in temperature. Sometimes, in contracting, cracks appear in the surface. Those unfamiliar with concrete pavements sometimes are alarmed by such cracks, and fear serious consequences. Such cracks, when they do appear, in no way affect the smooth riding qualities, nor do they tend to shorten the useful life of the pavement. Road building engineers of wide experience in all sections of the country give little or no serious thought to the cracks that may develop in a well built concrete road. At Bellefontaine, Ohio, there are concrete pavements on the principal business streets, which were laid in 1893. To-day, after 28 years, those pavements are giving perfect service. A few cracks are in evidence but they have not shortened the life, nor affected the service giving quality of the pavement in any way.

More than 200,000,000 square yards of concrete pavements in the United States and Canada are serving the demands of modern traffic.

A Suggestion To Accelerate Street Railway Traffic

J. S. ARCHIBALD.



The above sketch is a suggestion for two street railway waiting rooms and public conveniences in Montreal's busiest square. Those readers who have visited the commercial metropolis will recognize the site as that of the historic Place d'Armes Square, showing in the background Notre Dame Cathedral, the largest and one of the most beautiful churches on this continent. The square, because of the exigency of the service, has become a terminal point for the principal routes of the Montreal Tramway System, consequently, in spite of the fact that a car leaves the square every few seconds, there is always a waiting crowd, which is augmented to large dimensions during the rush hours. To obviate this condition as much as possible by accelerating the street railway traffic the suggestion entered the mind of Mr. J. S. Archibald, one of the Tramway Commissioners, to provide a scheme as sketched above.

The idea of the two waiting rooms—one on the west side and the other on the east side of the square, and each one the length of two of the largest cars—is to serve the double purpose of providing shelter for the waiting crowds and to speed up the loading of the cars, thus saving time and irritation. Before boarding the cars the passengers will deposit their tickets in receptacles in the waiting rooms and then pass through doors leading to both the front and rear platforms of a car. This would ensure a quick service on all the lines starting from the square.

To complete the scheme the sketch suggests a

colonnade between the two waiting rooms, and to still further serve the public needs it is suggested that the basement of the waiting room on the west side be utilized for public conveniences, the necessary heat to be supplied from steam mains that already pass underneath that spot.

Both the sketch, as already mentioned, and the idea belong to Mr. J. S. Archibald, who in addition to being a member of the Tramways Commission is one of Montreal's leading architects. Mr. Archibald's difficulty was to provide the shelters without detracting from the dignity of the square itself. In the centre is Hebert's statue of Maisonneuve, considered by many the finest piece of sculpture in America, on the south side is Notre Dame, on the north the main office of the Bank of Montreal, a great architectural work, and on the west and east sides are fine office buildings, all of which go to make a magnificent square. To build ordinary shelters on such a square would be desecration, and yet utilitarianism must be served.

Probably it was these or similar thoughts that prompted Mr. Archibald to suggest the idea as illustrated in this sketch which, while utilitarian to a degree, is architecturally in keeping with the environment. Whether or not the city authorities will carry out such a scheme remains to be seen, but certain it is a serious attempt to solve a problem that not only affects the City of Montreal but most of our urban centres where street railway traffic is the only means of transportation for the people.

UNIFORM MUNICIPAL ACCOUNTING

By ANDREW E. FRITZ.

Under the title of "Uniform Municipal Accounting" Mr. Andrew E. Fritz, the State Public Examiner of the State of Minnesota contributes a very instructive paper to our contemporary the "Minnesota Municipalities," as the following extracts show.

A deterrent factor to the development of municipal accounting is the fact that the accountant has not come into his own. This is nearly as true in the industrial world as it is in the municipal world. Accounting is a profession as much as law, medicine or engineering and some day will be so recognized. It requires more study and preparation than the average accountant has been willing to give it or than the employer has been willing to allow for it. But an accountant of any enterprise should have a broader conception of the component parts of that enterprise than anyone else connected with it. The reason for this will be explained later. The people generally do not attach the proper value to good accounting. They think that if a man writes a good hand he must be a good accountant, while, in reality, the man may be incapable of ever becoming an accountant. These conditions have not been corrected by any means, but gatherings of this sort and serious work by those in charge will continue to better results until the good of efficient accounting will be realized.

Efficient work in that line of any one city does not serve the best purpose, however, as there is no chance for comparisons. Besides having efficient and complete records and reports, they must be uniform between various classes of institutions to afford the most valued results.

I have been assigned the subject of "The desirability of uniform accounting and reporting in municipalities." First let us consider as to what is meant by uniform accounting. Probably what was meant was that the various activities of the city had installed systems uniform to one another. So often we hear someone speaking of uniform system of accounting when, in reality, they mean a thorough or broader system of accounting. Terminology in accounting is as backward as has been the accounting itself. What I understand by uniform municipal accounting is a system of accounting in vogue in the various cities or subdivisions uniform in the various classes of a certain territory.

* * * * *

The advantage or desirability of uniform accounting and reporting in municipalities, I believe, can best be shown by an example. Take a homely illustration of a man and a cow. His cow will give a certain quantity of milk a day. If he doesn't know anything about other cows he won't know whether he has a good cow or a poor cow. If his cow furnishes five quarts of milk a day and, upon inquiry, he learns that other cows give from seven to ten quarts daily then he knows that as to quantity, at least, he has an inferior cow. But to-day cows are not measured by the quantity of milk they furnish but by the butter fat they produce. So he must reduce his milk to butter fat value and then ascertain the average butter fat produced by cows to know whether he has an average cow. Then he finds, upon investigation, that his cow produces the average amount of butter fat he knows about the returns he gets from his cow. But that doesn't tell the story. The cost of the consumption by the cow must be worked out and he can't know whether he has a hard or easy feeder until he makes comparisons with the cost of feeding other cows and in doing this he must take into consideration the conditions of procuring the feed as compared to the conditions surrounding that element with the other cows. When he has ascertained

that he has a good average cow he is confronted with the problem as to whether the returns he gets from his cow warrant the outlay. While the cow is giving milk he must, after taking into consideration by-products, provide a surplus with which to feed the cow during the period when she will be dry. He must ascertain the life of his cow and her value when she must be disposed of and provide a surplus to replace her. He establishes his business right to keep the cow entirely by comparison and in the absence of such information would be working in the dark. That is what uniform accounting and reporting offers to municipalities. An opportunity for comparisons.

For a city to say that it has paved fifteen street crossings during a season means no more in accounting than to say that a cow gave five quarts of milk. To say that one city paved fifteen street crossings while another city paved only ten is mere prattle. But to say that a city paved fifteen street crossings containing so many square yards of a certain kind of paving at a cost of so much per square yard, carrying out the total, tells the story. The square yard of a certain kind of paving is your butter fat produced by the cow while the cost represents the consumption by the cow. No matter what amount of paving another city reports, having reduced the work to a uniform unit and the cost thereof, the only thing left to consider is the element of procuring material for the work to enable a city official or tax payer to determine as to whether or not the paving is produced at the average cost. Those in power must be satisfied that the returns warrant the outlay, just as the owner of the cow determines that to justify his business right to maintain the cow. Just as the reserve must be set up to feed the cow during the period of non-production, so the maintenance of the pavement must be provided for the period when money is not pouring in in taxes.

Now taking into consideration the increments, the man with the cow must establish a reserve to pay for his cow during her life of production. So the city must establish a sinking fund which, with its increments, will retire the bonds for the improvements during the life of such improvement.

The last two phases mentioned are dependent on good and efficient accounting and not on uniform accounting, but the only manner in which to accomplish good and efficient accounting in municipalities, because of the very uncertainties of municipal control suggested in the beginning, is to have a uniform system prescribed by some authority.

Other functions of municipal government can be compared to the instance of the cow just as well as street crossing pavements. In some it may not be as easy to measure the product owing to the peculiar service. Taking the schools as an instance. The problem would be as to what would constitute the unit measure. It would not do to take the number of teachers employed. Their employment is only incident to the conduct of the school system. The enrollment could not be regarded as the measure because it fluctuates, nor would the number of graduates be the measure for the reason that the school accomplishes education to many who do not graduate. Probably the best measure would be the student hour. That would be a matter, however, to be worked out and applied to the uniform system. Whatever the unit may be, it must be an absolute, true measure of the product with its cost. With the unit established the accounting could be so arranged as to reflect the cost and production, and thus uniform reporting would be made possible. Comparisons between different years of the same municipality and comparisons between the various functions of different muni-

UNIFORM MUNICIPAL ACCOUNTING.

(Continued).

cialties would be made easy, and there is the value of uniform accounting, not losing sight of the fact that uniform accounting is a most important step toward efficient accounting.

Now a word as to reporting by subordinates of co-ordinate departments to the auditor or comptroller. The records of various activities of a given municipality must be uniform to one another and regular reports made to the auditor or comptroller that he may know how to provide. Frequently the views of two very good auditors will not harmonize on any given topic. Each may have merit. So the only way is to have uniformity so that the comptroller or auditor will not have to analyze each report by careful study in order to know what the report was intended to show. His time is too valuable for that. So the accountants or statisticians or actuaries should adopt the uniform system of reports prescribed.

Earlier in this paper I said that I would recur to and explain my reasons for thinking that an accountant must have a better conception of the component parts of an enterprise than anyone else connected with it. A faithful accountant will set out in his reports the beacon lights that will call the attention of his superior or employer to strong and weak portions of the enterprise. Let's take the bovine example again. Instead of one cow the man has a herd of cows. His accountant will report so as to enable the men to determine what cows, if any, should be replaced. His report will point out leakages generally and to the strong features of the business. So in municipal affairs, the accountant should be able to have his report, though following a uniform form, show the phases of the city's affairs that require the attention of the superior officer.

The auditor or comptroller must be the power behind the accountancy of a municipality. Unfortunately co-ordinate departmental heads and their assistants are reluctant to accept suggestions or directions from one another. It is important, therefore, that any legislation toward prescribing a uniform system of accounting shall subordinate all departments as far as accounting is concerned to the department of the comptroller.

In preparing this paper I have endeavored to discuss matters only that were relevant to the subject "The desirability of uniform accounting and reporting in municipalities" but have found it necessary to digress on occasion.

To summarize what I intended to convey: Uniform accounting and reporting in municipalities permits or invites comparisons which as a basis for all of our information. When we say a street is wide, we mean that it is wide compared to other streets. If we find it to-day, it is so because it is warmer than some days. When we refer to a man's integrity, we think of it as compared to the average man—all a matter of comparative degree. This opportunity for comparisons and the fact that audits are facilitated are the direct results of uniform accounting and reporting, while the indirect result of efficient accounting will, of necessity, be accomplished.

SANITATION AND PRISON LIFE.

Statistics show that the decline of "dope" habits, and of all the horrible unnatural crimes which were not so long ago taken as an inevitable adjunct of prison life in a certain definite per cent. of the inmates, have declined steadily, rapidly, and entirely, through the application of the rules of sanitation, food, and exercise to the daily prison life, and the introduction of a liberal ratio of work and amusement. The prisoner who has an interest in life can be given an incentive to retrieve himself. Long ago a great Italian wrote: "Beware of him who has nothing to lose."—Exchange.

TAKE CARE OF ITS TREES.

The Hydro-Electric Commission and the Parks Department of the City of St. Thomas have placed the trimming of the trees on the streets where hydro wires are strung under the superintendency of the Horticultural Society. The St. Thomas Horticultural Society have as their chief plantsman, Mr. R. V. Smith, formerly superintendent of Parks of London, who is an expert along this line. The trimming is being done in a sane manner. That part of the work on the tree that it is necessary to remove to protect the wires is paid for by the Hydro Commission, and the balance of the work to make the tree symmetrical is paid for by the City Council. The spirit exhibited by these two municipal bodies is commendable.—Conservation.

IS AMERICA WORK SAVING?

The other day we had the opportunity of reading Dr. N. M. Butler's book "Is America Work Saving?" The President of Columbia University is one of these rare geniuses who know how to mix common-sense with vision so as to produce the right idea of patriotism, and this is exactly what he has done in his book by bringing home to his readers their responsibility in the building up of the social edifice of the community and the nation. The twenty-two chapters of "Is America Worth Saving?" are in reality reports of addresses given by Dr. Butler on different occasions and cover a wide range of subjects, though the one idea underlying each subject is Americanism—not the Americanism of the materialist, but the Americanism of patriotism and responsibility.

The subjects dealt with are as follows: Is American Worth Saving? The Foundations of Prosperity; A Programme of Constructive Progress; The Real Labor Problem; The High Cost of Living; The Road to Durable Peace; A League of Nations; American Opinion and Problems of Each; A Roofness Impossible; What is Progress in Politics? Elihu Root, Statesman; Problems of Peace and After-Peace; The Republican Party, Its Present Outy and Opportunity; Magna Carta, 1215-1915; The Making of a Written Constitution; Alexander Hamilton, Nation-Builder; Theodore Roosevelt, American; The World's Debt to England; Faith and the War; Is American Higher Education Improving? The Colleges and the Nation; Education After the War.

"Is America Worth Saving?" which is published by Charles Scribner's Sons, should be on the book shelf of all students of the American people.

NIGHT SCHOOLS IN SASKATCHEWAN.

There were eight night schools in operation in non-English school districts of Saskatchewan during the winter of 1918-19, and 36 in operation during the winter of 1919-20. The prospects are for a much larger number to be operated during the present winter, according to Dr. J. T. M. Anderson, director of education among New-Canadians in Saskatchewan.

The Government grant to night schools on May 1, 1919, was \$1 per evening for each teacher. On May 1, 1920, this was increased to \$2 per night for each teacher. A number of school boards supplement the Government grant out of tuition fees charged those who attend the classes or otherwise, so that it is now possible for a teacher to make as much as \$3 a night.

The transformation of productive forests by fire into idle wastes impoverishes the nation, damages the individual, is wholly needless, and must be stopped.

Prosperity in peace, and safety in war require a generous and unfailing supply of forest products, which can only be done by keeping out fires.

HIGHWAY SYSTEMS

HON. S. J. LATTA.

The Hon. S. J. Latta, Minister of Highways, in a recent review of the highway system of Saskatchewan expressed his belief that "considering the conditions under which we have to work, the time we have had to solve the problem of good roads and other conditions, we have as good roads in Saskatchewan as in any other province in the Dominion."

In commencing the laying out of a system of highways, whether it be in Saskatchewan or in any other province, in one state or another, there are certain principles that ought to be recognized. "In the first place, attention ought to be given to the location of the highway. When locating the place where an attempt shall be made to build the highway, there should be kept before us the fundamental, democratic principle to seek to give convenience or service to the greatest number—the greatest good to the greatest number. Along with this should be considered the natural conditions that obtain in the district in which we desire to build the road, whether there is material there, whether the topography of the country is suitable, and so on. Together with these two things, there should be kept in mind the fact that there will be a greater population in the province at some time, greater development, and it is necessary to keep in mind the location of the road so that we shall not disarrange any plans that may have to be made to take care of future traffic.

"After this the next proposition, and one of the most important, is the choice of a type of a road proposed to be built at a particular location. In the choice of the type of the road we ought to choose that type which, in our best judgment, will carry the traffic that will pass over it at the least possible expense.

"The next matter for consideration is the construction of the road. In the construction, care should be taken that the plan is properly laid out, and that the actual building in accordance with that plan is efficient and economical.

"When the utility is provided the next thing to be considered is the preservation of the capital put into it."

Four Essentials for Highway System.

Four things are laid down as the principles that should guide the construction of a provincial highway system; location, selection of type, proper construction, preservation.

"There are many difficulties. In the first place, the method of survey has made it very difficult for the mapping out and construction of a road system. In a province the size of Saskatchewan with a population of from 800,000 to 900,000, less than two people to the square mile, there are 210,000 miles of roadway. It would be an impossible task to attempt to convert all these roadways into a good road.

Difficulties to Contend With.

"The next difficulty to be contended with is the fact that these roadways are laid out in a checker-board system regardless of the topography of the country, through sloughs, through bluff, through holes, through alkali, without any regard as to whether the roadway will ever be suitable on which to construct a road.

"Then there is the haphazard settlement of the country. People came into British Columbia, Ontario, and most of the other provinces in a haphazard way also, but because of the topography of the country they located in settlements. They did not do so here. They settled anywhere and everywhere. The population of two people to the square mile is spread all over the country so that we cannot pick out any one settlement and say that you should have a main road. The result is a demand for roadways practically everywhere in the province.

"Then there is the scarcity of material. In many parts there is no material except clay. There is a scarcity of labor, a vital thing to contend with. There is also the short season to contend with.

"I next come to the selection of the type of road. The advent of the automobile has given an impetus or at least has constituted a temptation to get something that may be extravagant. The automobile has brought this temptation to extravagance by attempting to build a more expensive type of road than will serve economically to carry the traffic. On the other hand the automobile has stimulated road building in a way that probably nothing else has. It has created an interest where previously only a few people were interested.

"In the selection of a type there is the inexperience of the rural municipalities and officials of our own department with which to contend, and we are no worse off than other provinces. We have had to learn some things by bitter experience which has cost money and I am free to say that every dollar expended by the highways department has not brought in every instance a dollar's worth of value. But on the whole, every dollar spent has been spent with the best of intention, according to the best information available and has brought the average value which it has brought anywhere else in Canada.

Construction Problems.

"Let us come to the next problem, construction. We have difficulties to contend with from inexperience. We are not alone in this for all over the continent to-day there is a demand for the engineer who can construct satisfactorily a light type of road to carry a light traffic. We have also had to learn in the matter of preservation. One of the great problems we shall have to solve is the preservation of the capital expended in the roads that are chiefly used in the province. There has been and is still in many places a non-appreciation of maintenance. Demand for new construction has and does still detract attention from the maintenance of portions already constructed.

"With all these difficulties I believe I am well within the mark when I say that we have made considerable progress. The Highway Department has been organized on a basis and according to plans that will make for the development of a system along the lines outlined. There is an endeavor to concentrate the business under one head to separate the office and business organization from that which takes the field. In that way the province has been divided into districts over which is a competent man to help solve the problems in that district and a superintendent of the whole to co-relate all the operations in the several districts.

Fine Co-operation Given.

"I am free to say that I do not think the highways department has any unusual credit coming to it because we have had, in the mapping out of the system of main roads, the assistance of every member of the House and the councils of every municipality without exception. Road organizations, boards of trades, automobile clubs, all have given us assistance in gathering the information and co-operating with us in this work.

"So this much has been accomplished; we have a system not only marked on the map but marked out on the ground on the principle of supplying a road that will bring the greatest good to the greatest number. We have this system so marked out and divided into roads that are properly classified main roads so located as to link up to form inter-urban roads from town to town. We have so located

HIGHWAY SYSTEMS.

(Continued).

them in connection links as to form a trans-provincial system embracing the whole province, to serve the heaviest traffic, making our location so that we may make the proper classification. This system includes about 32,000 miles.

All Kinds of Roads Needed.

"T. H. McDonald of the Federal Aid Bureau of the United States, when asked what kind of roads he proposed to build, said "That's easy, all kinds." He was asked what kind of a road is best to build and he said "That depends." We have mapped out our system in that way. We shall build all kinds of roads but the kind of road we propose to build will depend on the service that it may be called upon to render. We think that the main market road will probably be a little lower type of road because the traffic will not be so great as that upon the inter-urban road, and the inter-urban road possibly of a lower type than the trans-provincial road. We have tried to follow the principle that no part of Saskatchewan will be isolated from this network of roads. Every part will serve its proper function in the whole system. We propose as demands are made, as traffic increases, to build the kind of road that will carry the traffic.

"This leads me to say in reference to paved roads, that I am not here to say that we never shall have paved roads. We shall at some time, but paved roads will come when the traffic really demands it. I see in the future that when a start is made to build paved roads, such will not be built from Saskatoon to Regina, or from Moose Jaw to Swift Current. I think that we shall do much the same as in the system which is being developed in the United States. We shall probably select a small section leading out of Saskatoon, Regina, or Moose Jaw, or some other large centre and build a high type, hard surface road where the traffic converges and lower the type as we go further away. This seems to be the natural way—the proper way.

"A selected type of road for to-day's requirements may not be a satisfactory type of road for ten of fifteen or twenty years hence. A type suitable for one locality may not be suitable for another. A road from one centre to another may be constructed therefore of many types. A road from Saskatoon to Regina for instance may start as a paved road then change to some other kind of hard surface road, then to a gravel road for a few miles and later to a clay road—the type being co-incident with traffic demands.

(To be Continued).

MOTION PICTURES.

Community workers, clubs, schools, chambers of commerce, libraries and associations of various kinds who are using motion pictures outside the theatres or are concerned in the type of films exhibited in their localities, may be interested to learn that an up-to-date catalogue called "Selected Pictures" is available from the National Board of Review, 70 Fifth Ave., New York, price 25 cents. This catalogue lists 880 motion pictures, both short subjects and feature photographs. 822 of these are chosen for family audiences. This group is subdivided into 222 pictures especially suitable for young people of any age, and 172 for those from 12 to 16. With such a large number of pictures to choose from, it is a comparatively easy matter to arrange once a week for young people's or community entertainments. 95 of the pictures listed are starred as exceptionally well done, 35 are signalled for their value in church work, and in the case of 271 a literary, dramatic, or current fictional source is given. Other information included is: producer or distributor, reels, star, a brief characterization and release date.

CANADIAN PARKS.

Canada's magnificent scenery comprises one of her proudest possessions. While such a possession should not be appraised purely from a commercial standpoint, it is, nevertheless, a conservation policy of the most practical character to take steps to assure that this natural resource be administered as an economic asset. In so doing, the Dominion Parks Branch merits recognition as a very substantial factor assisting to maintain the solidity of Canada's financial standing. It is, in addition, a foremost agency in providing sanctuaries, in administering game laws and in otherwise contributing to the practical programme essential to prevent the depletion of our wild life resources.

"STEELCRETE" AGAIN PRODUCED IN CANADA IN LARGE QUANTITIES.

Pedlar People, Limited, of Oshawa, Install Plant for its Manufacture.

It will be interesting news to engineers everywhere throughout the Dominion to know that the expanded metal reinforcing known as "Steelcrete" is again available from a Canadian producer.

Many distinctive advantages are claimed for this material, which may be briefly enumerated as follows:—

Great unit strength combined with a high elastic limit. A uniformity of quality and stiffness which makes a reinforcing so taut that it requires no stretching or placing to eliminate "waves."

Because of its sheet form it is handled with great ease, thus permitting greater use of unskilled labor with a resultant saving in cost.

"Steelcrete" is made in an extensive range of sizes by the cold drawn process. Special machinery first slots the steel sheet and then expands it into a diamond-shaped mesh.

Expressed in pounds, the weights run from 20 pounds per 50 square feet to 2 pounds per 50 square feet.

The approximate size of the strands vary from 1-16 x 7-64 inches to 13-64 x 23-64 inches. In these dimensions the first fractional figure represents the thickness of the gauge, while the second fractional figure represents the thickness of the strand.

Figuring on the short way of the mesh across the sheet, the widths of the sheets vary from 4 feet 8 inches to 8 feet. Eight feet is the arbitrary maximum made necessary by the limitation of floor space in railroad cars.

In length sheets run from 8 to 16 feet.

It will be seen from the above general outline that the material comes in a range that takes care of practically all demands for reinforcing of this character—a range that is broad enough for the engineer to figure on just the right style for the particular work he has in hand.

It is understood that the Pedlar People Limited, of Oshawa, Ontario, who manufacture "Steelcrete" carry a majority of the 21 different styles in stock, a circumstance that should prove of great convenience to engineers who are pressed for time.

In recent years expanded metal reinforcing has been somewhat restricted in use in Canada owing to the fact that it had to be imported. The long haul plus the duty and the delays that are almost inevitable in receipt of imported goods shipped by freight, has caused other types of reinforcing to be used in many instances when an expanded metal reinforcing was the logical material to use.

As regards the manifold uses for which "Steelcrete" is most suitable it is scarcely necessary to particularize at any great length. But in view of the tremendous road-building programmes now in contemplation throughout Canada "Steelcrete" seems destined to enjoy a very extensive employment.

MUNICIPAL UNIONS.

(Continued from page 113).

promoted. It has been a steady educator of public opinion, of that public mentality which, after all, is at the root of all progress. And that influence, we claim is the result, directly and indirectly, of our conventions and the publication and circulation of the reports of our proceedings. At our conventions we have papers and addresses from able men who are familiar with municipal progress in all parts of the world, and in this way our men are kept abreast of the times. The discussions make more clear the amendments and progress in the way of legislation and otherwise made necessary by the light of experience and changing conditions. It serves as an excellent clearing house for the interchange of municipal experiences and ideas, that do much to stimulate and encourage our best men in municipal life. Nor are the social courtesies extended to the delegates without value. It enables us to become better acquainted with the various localities in the province and their citizens. New friendships are formed and old ones renewed, and it is refreshing mentally and physically.

But the most important, the most necessary, and the most enduring part of all the work we do, that which goes to the very foundation of things and the hope of the future, is the part we play, however small, in raising the ideals and enlarging the vision as to public service of the ordinary citizen. Last Sunday I had the privilege of listening to an address by one of your citizens—Professor Stewart—on Democracy and Education, in which he told us of the great danger of the power of democracy in these days if unattended with the necessary knowledge. Since the war our world has been more or less topsy turvy as a result of the social and industrial unrest, and the ebullitions and eruptions from the modern cave of Adullam, that resort of men of unbalanced education and experience and of biased vision, and of the extremists and faddists in every walk and condition of life. Never was there more need to hold fast to that which is good. We are told that of far greater importance than the League of Nations is the continued existence of good relations between the English speaking peoples of the world, and the maintenance of British institutions and traditions. You know something, gentlemen, of the history of the best type of citizenship in the motherland from the days of King John and the barons down to the Great War, that endless line of patriots that fought, endured and secured the priceless privileges and liberties, that we now take very much as a matter of course; and those of you who can dream dreams and see visions of the tremendous possibilities of the future greatness of Canada can profoundly understand the importance of maintaining the best inheritance we have from the old land,—its traditions, and for making the fullest use of every medium for the upholding of the essential virtues and characteristics of British citizenship, and for the expression, cultivation and emphasis of its highest ideals, for the fostering of a right understanding and good-will between all our people, and the holding up of the torch that lightens the way of development of all that is good and sound in public life, and the encouraging of what Lowell called in his address on Democracy—"the still, small voice that speaks to the conscience and the heart, prompting us to a wider and wiser humanity."

Please remember that I am not speaking as a paid organizer or advocate. My official position is largely the force of circumstances, commencing from the fact of my being town solicitor of Bridgewater and later taking up the duties of Secretary of the Union of Nova Scotia Municipalities, and my attempt to properly perform the duties of that office, especially in recent years, has not been without some sacri-

fice of my other interests. But I have found that work one of the best experiences of my life, stimulating and broadening, and rich in associations—personal and otherwise, of the most pleasant nature, and in the highest sense profitable. You will let us hope that what I have said to-day may have some effect in encouraging you to take a more active and sympathetic interest and part in the civic life of your city, in the municipal life of your province, and in the national life of Canada. There are, I know, some discouragements. You may meet with unfair criticism and unworthy misunderstandings of motives and action, usually from those who are themselves altogether unfitted for such work, and see in it only a short cut—if not to fame, at least to notoriety. Such things are to be expected, and if taken as a matter of course they lose their sting. Take heart and go forward. In so doing you are helping to build institutions for the future and taking your part in the making of a nation, and you will as well find a real reward in public service for itself.

One word more and that is to express our appreciation and gratitude to the city of Halifax for what it has always meant to the Union of Nova Scotia Municipalities. It is largely owing to the initiative and foresight of those connected with your city government that we have such a Union, and it has always, for its own good and that of the whole province, been our loyal friend and supporter. We look upon it as our elder brother. At the meeting of our executive, such as to-day, we have always felt as much at home in your city hall as if we belonged there, and we have the most fragrant memories of the pleasant and profitable conventions we have had in Halifax, and we know that the one to be held here this year will be no exception, with the additional pleasure we hope of renewing the associations of to-day. As long as you have mayors, aldermen and officials with the high sense of duty and responsibility in connection with municipal progress that you now have, the future success and consequent usefulness of that Union is assured, and which will not be forgotten by the province at large.

CITY OF EDMONTON

EQUIPMENT FOR SALE

The City of Edmonton, Alta., has for disposal the following equipment which can be inspected at Municipal Power Plant, Edmonton, Alta., on application to the Superintendent.

ONE COAL CRUSHER: Babcock & Wilcox four roll, twenty ton capacity per hour, power required at full load is approx. 15 H.P.

GAS PRODUCERS: Two sets of Loomis Pettibone producers of 750 H.P. each complete with Rotary Blower pumps direct connected to Steam Engines.

GASOMETER: One Gasometer having a capacity of 150,000 cubic feet.

GAS ENGINE AND GENERATOR: One 100 H.P., 3 cylinder vertical Gas Engine, 13" x 13" 285 revolutions per minute, and direct connected to the following Generator.—One 50 K.W. Allis-Chalmers Bullock 120 Volts, 416 Amperes, D.C. Generator.

PUMP AND STEAM ENGINES: One Worthington Centrifugal Pump, 2 stage 3 million gals., per twenty-four hours, against 60" head, suction 12", discharge 10". This Pump is direct connected to One Robb-Armstrong 9" x 8" Vertical Engine.

STEAM ENGINE: One Westinghouse Junior Automatic Engine 5" x 4".

BOILER TUBE CLEANERS: One lagonda Tube Cleaner complete, suitable for 4" Tubes. One Dean Tube Cleaner complete, suitable for 4" Tubes.

Sealed Tenders clearly marked on outside of envelope "Tenders for Power Plant Equipment" will be received by the undersigned up to 5 P.M., Thursday, 28th April 1921 for any or all of the above. The City reserves the right to reject any or all Tenders.

D. M. DUGGAN, MAYOR

C. J. YORATH, CITY COMMISSIONER

301 Civic Block,

Edmonton, Alta.

DANGER POINTS IN "SERVICE AT COST" PLANS

DELOS F. WILCOX.*

The Simon pure Service-at-Cost plan originated in Cleveland a decade ago as a means devised to put a stop to the ravages of the Tom Johnson Eight Years War. The idea was simple. The city was to say what service should be rendered. The cost of the service was to be determined partly by the contract, partly by the city and partly by the company. Within certain prescribed limits, the car-riders were to foot the bill. No provision was made for charging any part of it under any condition to anybody else, provided this cost did not exceed the maximum fare authorized by the contract. If it did, the investors would stand to contribute something through loss of return upon capital, but such an eventuality was not seriously anticipated.

The Cleveland Plan.

The Cleveland plan was the outgrowth of Tom Johnson's persistent claim that service could be rendered for a Three-Cent Fare. The city of Cleveland was so anxious to put the low-fare idea through, that it consented to a plan under which the original capital value, out of a total of 24 million dollars, contained about 7 millions of old franchise value and other items not constituting permanent assets of the company. Though the valuation was reasonably conservative in other respects, these particular items were permanently capitalized. No amortization was provided for so long as the flexible fare and the city's control of service remained in effect. Yet, it is admitted on all sides that the Cleveland plan has worked remarkably well—ininitely better than the Chicago plan for a partnership, with a fixed fare and a division of profits, embodied in the Fisher ordinances of 1907. For example, the Chicago ordinances, also starting with a reasonably conservative capital value, on the one hand provided for the accumulation of a purchase fund, and on the other permitted the gradual inflation of the capital account in the process of the rehabilitation and extension of the property. In 13 years the purchase funds has accumulated about 25 million dollars and the purchase price has increased about \$100,000,000.

In Cleveland the fare is now six cents with a one-cent transfer charge; in Chicago the fare is eight cents with free transfers. During the eight years from 1910 to 1918, the Cleveland car-riders saved enough in their fares below what they would have paid if the old 5-cent rate had been continued in effect, so that if these savings had been put into a sinking fund the entire capital value of the Cleveland Railway property as it stood at the end of the period could have been wiped off the slate. Glasgow, under municipal operation, accomplished this very feat, with very low fares, though it took 23 years instead of eight to do it. In Cleveland the car-riders got all the benefit, and not a penny has been accumulated toward a purchase or amortization fund.

Fraught With Grave Perils to Public.

When Service-at-Cost was adopted in Cleveland, and resulted in producing Three-Cent Fares, the electric railways of the United States made every effort to discredit the scheme. But in 1918 when the Cleveland Railway Company came through the war with flying colors and credit practically unimpaired, the companies elsewhere began to see some vir-

tue in the idea, and presto, Service-at-Cost became the street railway slogan. Then the companies took charge of the Service-at-Cost programme, modified it to suit their own purposes, and launched a campaign to secure its general adoption as a means of pulling them out of their war troubles. The Federal Electric Railways Commission, with the American Electric Railway Association and the Investment Bankers' Association of America, directly represented in its membership, took up the plan and lent to it the prestige of the Federal Government. The United States Chamber of Commerce Committee on Public Utilities, also having in its membership a number of men actively interested in the electric railway industry, has followed suit with a strong recommendation of Service-at-Cost, and a vigorous knock against public ownership.

The drive s on. Under these circumstances, the Service-at-Cost movement is fraught with grave perils to the public. This does not mean that a Service-at-Cost plan, with proper safeguards, may not be the best practicable solution, for the time being, of the street railway problem of any given community. It does mean that everywhere the cities must be on guard to prevent the companies from putting over, in the name of Service-at-Cost, plans so different from the Cleveland plan as to change entirely the outlook for the public. Names count for little except in putting things across. Let every city watch out for the street railway man who comes forward with praise on his lips for the Cleveland brand of Service-at-Cost, and with murder for it in his heart. It is not unduly favorable to the public, and there is no reason in the world why the public should accept a less favorable plan elsewhere merely because it is called by the same name.

MUNICIPAL LIGHTING PLANTS IN U. S.

There are now 2,318 electric light and power plants municipally owned and operated in the United States, according to the last report of the Census.

This shows the usual steady gain of municipal ownership. In 1902 there were only 815 municipal plants while 2,805 were privately owned and operated. At that time municipal plants were only 24 per cent. of the whole number. Since then the municipal plants have steadily gained upon the private both in number and in percentage. In 1917 the municipal plants constituted 35.43 per cent. of the whole.

From 1902 to 1917 privately-owned plants increased from 2,805 to 4,224 or about 80 per cent. But during the same period municipally-owned plants increased from 815 to 2,318 or 180 per cent., over twice as fast. The following shows the growth in the number of municipally-owned plants as compared to that of the privately-owned plants:

Growth of Municipally and Privately-Owned Electric Light Plants.

Year.	Municipal.	Private.	Total	Per Cent. of Mun'pal Plants.
1881	1	7	8
1890	137	872	1,009	13.50
1895	386	1,690	2,076	18.50
1900	710	2,514	3,224	22.02
1905	988	3,074	4,064	24.30
1907	1,252	3,462	4,714	26.40
1912	1,567	3,659	5,221	30.00
1916	1,580	3,458	5,038	31.30
1917	2,318	4,224	6,542	35.43

*Mr. Wilcox is one of the leading authorities on public utility problems in America. He was formerly Commissioner of Gas, Water and Light, of New York City, is author of many works of utility problems, and is at present Consulting Franchise and Public Utility Expert and Municipal Ownership Adviser.

CANADIAN MUNICIPAL JOURNAL

TRADE DEPARTMENT

To Municipal Executives, Secretary-Treasurers and Engineers:

We are about to organize a TRADE DEPARTMENT in connection with the Canadian Municipal Journal; the idea being to briefly explain with illustrations, those commodities in the Journal's columns that are applicable to and used in municipal construction, public works and municipal offices.

The commodities will cover a wide range, from an electric light standard to a street sweeper, and will include:—

Architectural Supplies.
Artificial Stones.
Automatic Telephones.
Batteries.
Belting.
Boilers.
Bond Papers.
Bridges.
Cables.
Cast Iron Pipe.
Concrete Steel.
Concrete Mixers.
Cement Supplies.
Concrete Reinforcements.
Culverts.
Dust Preventatives.
Electric Supplies.
Electric Motors.

Electric Wires.
Engineering Supplies.
Engineer's Apparatus.
Engraved Bonds.
Fire Alarms.
Fire Alarm Supplies.
Fire Engines.
Gas Engines.
Gas House Supplies.
Jail Cells.
Playground Apparatus.
Lighting Apparatus.
Lithograph Work.
Meters.
Office Supplies.
Office Apparatus.
Ornamental Iron Work.
Numbers for Streets.

Pavements.
Police Supplies.
Road Machinery.
Road Preservatives.
Road Rollers.
Scientific Instruments.
Sewer Supplies.
Steam Engines.
Street Names and Numbers.
Street Sprinklers.
Safes and Vaults.
Stationery.
Telephones.
Telephone Supplies.
Vaults.
Wire Apparatus.

The purpose of the new departure is not propaganda for any particular commodity or device but to bring to the attention of civic officials and executives a few of the many improvements which are specially adapted for municipal purposes.

The Trade Department will introduce itself by taking up a section of an early issue of the Journal, in which will appear illustrated talks on those things that will help in municipal construction and maintenance.

C. N. ROGERS, Secretary.

Pedlar's "Perfect" Steelcrete

IDEAL FOR CONCRETE ROAD CONSTRUCTION

Pedlar's "Perfect" Steelcrete is manufactured in our new plant at Oshawa, and is made by a cold-drawn process. It, therefore, possesses great unit strength and a high elastic limit. It is uniform in quality and stiffness, which makes a taut reinforcing material requiring no stretching or placing to take the "waves" out of it that often happens in other types of reinforcing. It enables the more extended use of unskilled labor thus conducting to greater economy.

Pedlar's "Perfect" Steelcrete is a Canadian-made product, fabricated in Canada from the raw material to the finished article.

By placing your orders with us you will save the duty and delay which are inseparable from import orders.

Write for Steelcrete Folder "M.J." and Table of Dimensions



The Pedlar People Limited

Established 1861
26 Nazareth St., Montreal, P.Q.

Executive Office and Factories: Oshawa, Ont.

BRANCHES: Quebec, Halifax, St. John, Ottawa, Toronto, Winnipeg, Calgary, Edmonton, Vancouver.



MUNICIPAL PUBLICATIONS.

Public interest in municipal affairs has had a great awakening, and everywhere citizens are wanting more facts. What more reliable source of information could there be than an official journal published by the city government itself? Such a publication is not intended to take the place of newspapers. Our various daily sheets cannot be expected to fill up their news space with detailed reports on what is taking place in the city government. If the city maintained an official publication, every citizen would know the one source where official information could be obtained.

To be useful a publication of this character should contain such items as, a directory of city officials, a calendar of meetings, proceedings of council including ordinances and adopted resolutions, reports of city departments, reports of commissions, proposals and bids, and similar topics.

A publication of this nature is not intended to decry, criticize or praise any individual or group. It should give a concise, impartial, and truthful statement of the work of the city from day to day. It would meet a speedy doom if it became the means of airing individual opinions or if it were used to promote personal power. Its purpose should be to inform, not to entertain.

A municipal newspaper is not a novelty; it is the oldest form of journalism. The daily Tching-pao, or Peking News, was the contemporary of Charlemagne and has missed few issues in the 1200 years that have elapsed since that time. Many cities in the United States have official publications. That of New York has been in existence for more than a third of a century. Baltimore, Boston, Columbus, San Francisco, Seattle, Spokane, Tacoma, and many other cities have splendid official publications. Some of these cities send their publications free to all taxpayers and registered voters. Others make a nominal charge ranging from twenty-four cents to a dollar and a half a year. New York's daily publication is twenty dollars a year.

In 1909 and a few succeeding years the city government of Philadelphia published a monthly journal devoted mainly to reports from various branches of the department of public works, together with an official directory, general facts about Philadelphia, and a summary of the Philadelphia government. It was profusely illustrated and more historical in its nature than the kind of publication herein advocated.

Some of the advantages of an official publication are:— one place for all facts, regularly published, easily obtained, accurate, inexpensive, up to date, a current history of city government, an asset to any city.—Philadelphia Bureau of Municipal Research.

A tree will make a million matches; a match may destroy a million trees. When in the woods take no chances with lighted matches, tobacco, or camp-fire.—Get the habit. Be careful with fires in the woods.

Many campers and hunters add greatly to the danger of forest fires by their carelessness. They are not asked to curtail their enjoyment of the forest, but just to exercise that care which they always use when handling fire about their own premises.

There are now four forest schools organized as departments of Canadian universities. These in the order of their establishment are, Toronto, Laval, New Brunswick and British Columbia. The last named school was organized in the past few months.

Our Services At Your Disposal

Municipalities that are contemplating the issue of Bonds, the investment of Sinking Funds, or any change in financial policy, are cordially invited to avail themselves of our services as specialists in—

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Service to Municipalities

THE Statistical Department of this Corporation is at all times prepared to assist Municipal officials in the preparation and sale of their debentures.

Consult us in regard to the—

- (1) Interest rates most suitable for current markets.
- (2) Form in which debentures should be issued to bring the best price.
- (3) Cost of printing bonds.
- (4) Bond Market conditions.

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Reserve Funds is Safer, Saner and
More Satisfactory in Every Way Than
Trusting to the Variable Fortunes of
Private Bondsmen.

BRANCH OFFICES:

MONTREAL. HALIFAX. ST. JOHN. OTTAWA.
WINNIPEG. CALGARY. REGINA.
VANCOUVER.

VILLAGES AND TOWNS CAN HAVE PARKS AT LOW COST.

The experience of the town of Davidson (Sask.) is establishing a central park for the town is used by the Town Planning Branch of the provincial municipal department of what can be done in beautifying the villages and towns of the province at a very small outlay.

"The treeless prairie towns and villages suffer a handicap in the establishment of park through the lack of any wooded areas where a start might be made," says Mr. Begg, Town Planning Engineer. "While the value of parks is generally recognized and land is frequently available the first cost of the improvements and the annual cost of maintenance, generally unknown quantities, stand in the way of the ambitions of the community."

"According to Mr. H. C. Arnold, Chairman of the Davidson Parks and Streets Committee, a new park of nearly one and one-half acres in area was laid out last year adjoining the site of the town hall. The land was bought up at a tax sale, and the cost of the same outside of the value of the land has been about \$805, made up as follows:

Fencing, two strands of smooth wire.....	\$ 36.00
Ploughing, etc.	20.00
Cinder walks	175.00
500, 6 to 7 ft. trees.....	175.00
500 shrubs, 4 ft.	160.00
80 lbs. lawn grass.....	33.00
1 lb. Caragana seed.....	6.00
Upkeep for one year.....	200.00

\$80500

"The trees planted were chiefly Manitoba maples, elms and ash, and the shrubs used were lilacs, spireas, honeysuckle (Lonicera), alders, Russian olive, amorpha and flowering currant.

"The cost of the work has been borne by the parks fund and the town together, the parks fund being derived from the proceeds of an annual concert.

"This unique method of providing for the annual upkeep has again proven a success as at a Burns' night concert re-

MUNICIPAL DEBENTURES BOUGHT

MUNICIPALITIES WILL PROFIT
BY COMMUNICATING WITH US
WHEN CONTEMPLATING THE
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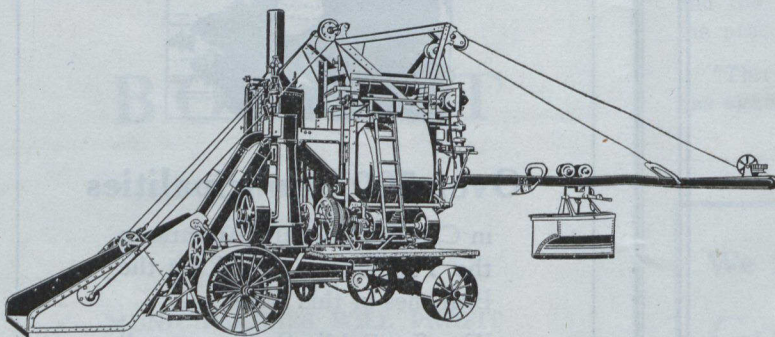
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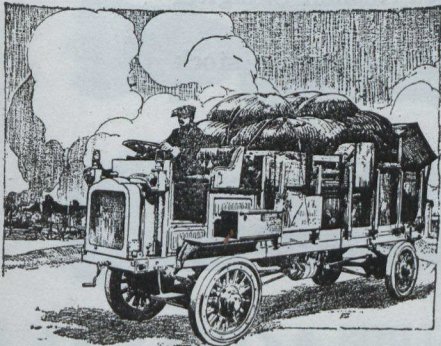
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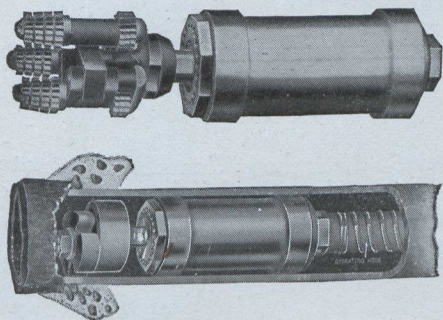
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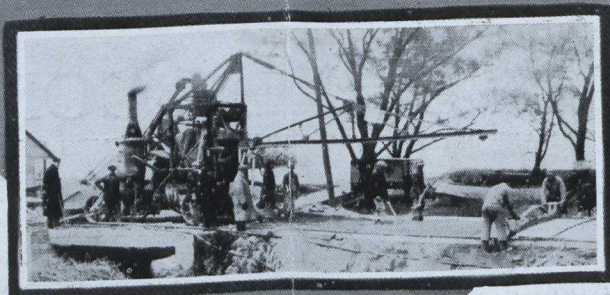
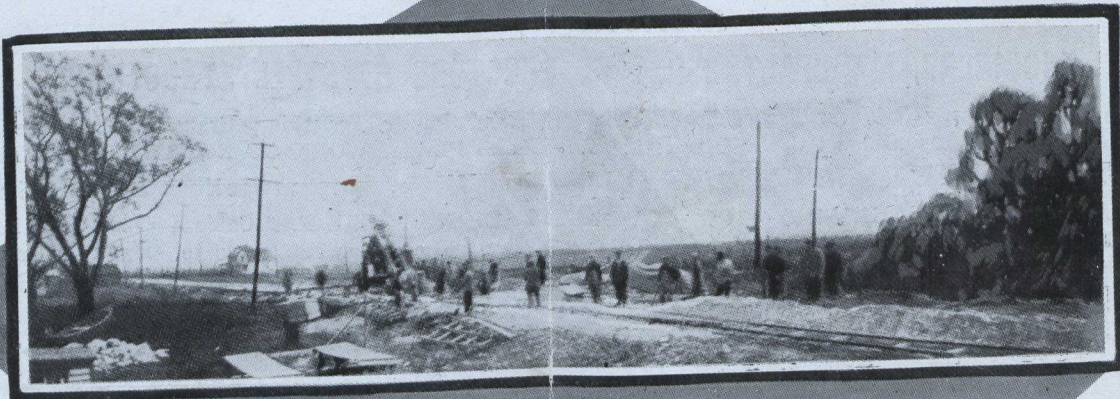


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