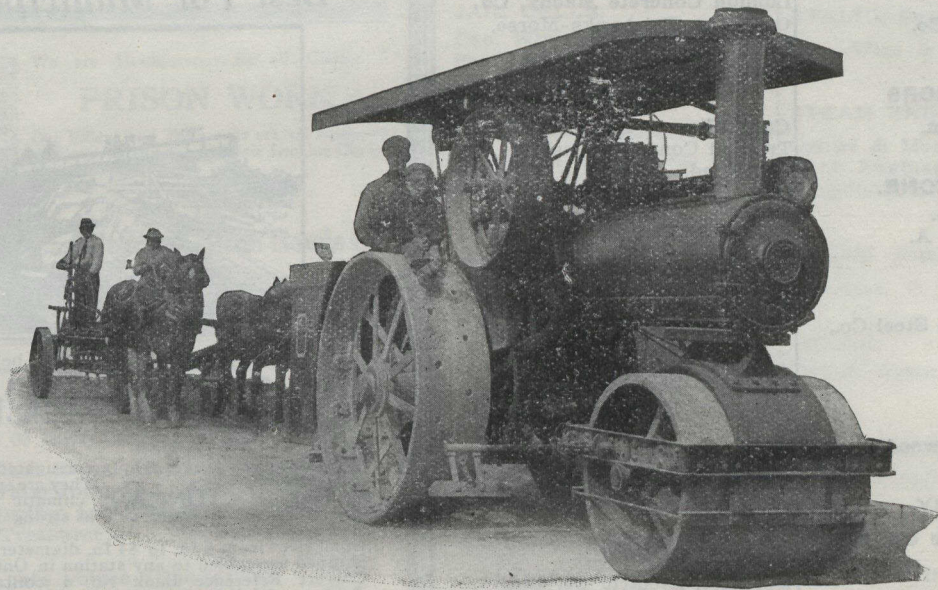
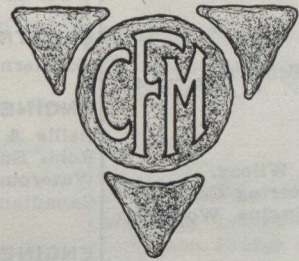


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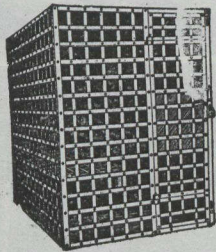
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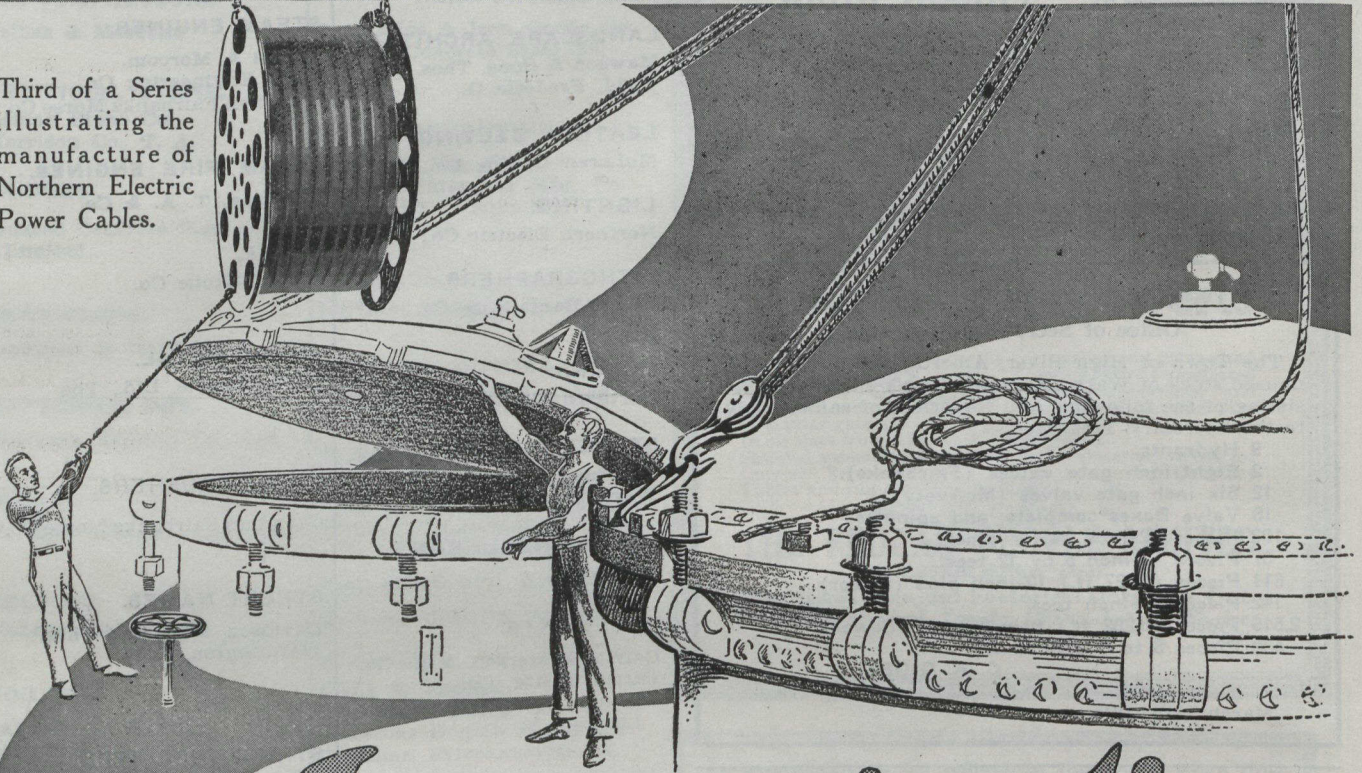
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Dear Sirs,—

Owing to the war and the resulting fact that most of our public men are heavily pre-occupied at present with business matters arising out of it, the authorities of the Union of Canadian Municipalities have considered it their duty to postpone the holding of the Annual Convention which was arranged to take place at the City of Victoria, B.C., this summer. While disappointment will undoubtedly be caused to a number of our Members we are sure the great majority will admit the wisdom of the postponement.

It is hoped that arrangements can, however be concluded for a very full meeting of the Executive Officers at some central point so as to dispose of urgent municipal business and accumulated matter.

Faithfully yours,

W. D. LIGHTHALL,

Hon. Secretary-Treasurer.

The President of the Union of Canadian Municipalities suggests that the Mayor of each city and town throughout the Dominion have the Union Jack, and all the other flags of our Allies, displayed over the throne of their Council Chamber. This is being done in England and Australia. They should remain up while the war is on, following the custom throughout the Empire, as well as flying from the top mast of all public buildings.

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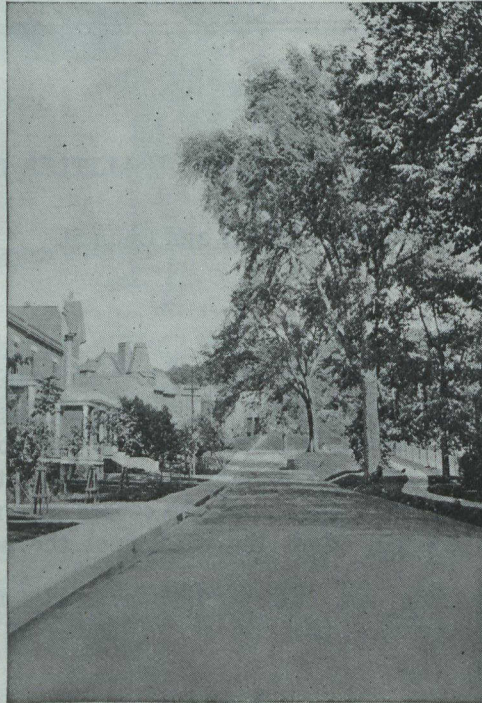
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Circulates in every city, town and village

Vol. XI

MAY, 1915

No 5

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Civic Government Something More Than Mere Business

In this issue we give opinions on Municipal Government from three different sources, which are interesting and instructive as showing how complicated civic government has become on this continent. In the United States the reasons are not far to seek. One reason is expressed in an article taken from the "Public" which begins:—"A slavish desire on the part of the Fathers of the Republic to be consistent led them to embody principles of government in forms poorly calculated to express them; and an inordinate regard for the memory of the founders has led their descendants to cling to those forms long after their uselessness had been demonstrated. The "check and balance" theory, as expressed in the National government, has not worked so well as to necessarily warrant its continuance in the several States, and certainly not in municipal governments." But the second and principal reason is not that given later in the same article, that "the unsatisfactory condition of municipal government in the United States is due to our practice of putting complicated business interests into inexperienced hands; for municipal government in its last analysis is nothing but business," but rather because the prevalent idea in the United States is that civic government, to be successful, must be made a business only (too many men make a good business out of it) with the consequence that the true civic spirit has been largely eliminated, or at least delegated to the few. Whether or no the commission or manager form of government works out

in the long run successfully or not, it is certainly not based on the fundamental principle of American citizenship—democracy or popular government. To reason out the system of commission government logically we are bound to say that it is the consequence of the failure of American democracy. It is true the referendum and recall have been introduced to counteract the evil influences of the system (which again is an admission of the failure of popular government as understood in the United States), and the reports so far have shown success, but largely because of the ability and integrity of the personnel.

From the report of a convention of city managers that was recently held in Springfield, Ohio, the ideals of citizenship were totally lacking in the addresses and papers, one of the speakers maintaining that any man with executive ability could manage a city. No wonder Bryce in his American Commonwealth, said that municipal government in the United States was a complete failure, when the public spirit was so wanting that municipalities had to come down to purely business methods to make any success at all. We venture to say that the municipal life of Canada is on a decidedly higher plane. Her civic government, in spite of many drawbacks, and possibly one or two exceptions, is run honestly and intelligently. Her citizens take a keener interest to-day in the doings of the local councils than ever they did, and if the public interest can be still further inspired there is not much danger of the civic government of this country getting down to the dead level of the business world.

Canada and the U.S.A. After the War.

In another part of the Journal will be found a copy of a letter from Mr. W. D. Lighthall to the New York "Times," which in its entirety expresses the sentiments of the larger body of Canadians, particularly when it is understood that the letter is an answer to an article that appeared in the same paper, giving an account of the new work by Roland Usher, which under the title of "The War's Victor will defy the U.S.," dangerously misrepresented the intentions of Britain. We use the word "entirety" advisably, for we find that a writer in "The Mail & Empire" of Toronto, has taken upon himself to criticize Mr. Lighthall's communication unfairly. With fair and honest criticism, even when adverse, we have no quarrel, rather, we believe a little more of it in the public press would be good for Canada's public life, but when the Mail & Empire, to back up its case, quotes extracts which, taken by themselves give an entirely different idea from what the writer wished to convey, we are bound in the interests of good journalism to condemn such methods.

After criticising Mr. Lighthall for assuring the United States that the Germans could never overcome them because of the exhaustion of the one by the war, and prospective preparation of the other, the editorial, in taking up that part of the letter which says that "there could not possibly be a crisis between the United States and the British Empire" condemns the reason given, which said editorial says "is that the Canadian people would not agree to the Empire entering such a contest, and without our consent no such war would be possible." If this was the whole of the reason, then the "Mail & Empire" writer would be justified in accusing Mr. Lighthall of being dogmatic, but he deliberately left out the principal part of the reason, which is clearly stated in the sentence following the above extract, which reads:—"The old idea that the British Empire is ruled in London by war lords without any regard to the local interests and views of the great component peoples, is a delusion, like several other deductions from the outward forms of our democratic "empire." London entered the present war with the full support of all our self-governing nations, already pledged in case of the outbreak of the German menace, which had in fact been the subject of consultation for several years." The full quotation makes very different reading than the partial statement of the "Mail & Empire" and is in keeping with the best traditions of British relations with the United States and Imperial relations with the self-governing dominions. The Imperial policy was well expressed recently in the British House of Commons by Colonial Secretary Harcourt when he stated that the British Government intended to "observe the spirit as well as the letter" of a cable he had sent to the several Dominions declaring that they were to be consulted in regard to peace terms. So that Mr. Lighthall was quite correct in taking it for granted that Canada has sufficient prestige and influence in Great Britain to counteract any such aggressive feeling against the United States, as Roland Usher conjures up, even if it were possible in Britain, which is not the case, should she wish it. And she does wish to have the friendliest relations with her neighbor

to the South, and if Mr. Lighthall was not voicing the sentiments of the "Mail & Empire" man, he was certainly voicing those of the rest of Canada, in assuring Uncle Sam of our friendship, and that of our whole Empire.

But the Mail and Empire writer misses out what to our mind is the gem of Mr. Lighthall's letter. "I have no hesitation," he writes, "in laying down this rule: that the maintenance of peace and harmony along the 4,000 mile American frontier is the first and greatest principle of the external policy of Canada,"—(and he applies the same principle to Great Britain and the United States)—"and for reasons so obvious that they need scarcely be mentioned. Among them are not only repugnance to the bestial butcheries of war, but the community of institutions, the innumerable links of intercourse, the identity of language, the kinship of our races, and in short, the family feeling and complete means of understanding between us."

This is not the reasoning of a "peace at any price man," but the positive statement of a patriot (Mr. Lighthall's only son is at the war, and he himself is a member of the Victoria Rifles Reserve), and a sane Imperialist. Some jingoes in the country—fortunately insignificant in number—have an idea that patriotism means the baiting of the United States. We would advise these fire-eaters to study British diplomacy towards the Great Republic for the last hundred years, and learn a lesson from its pacification. Canada, by her splendid part in this awful war has won her place with her sister nations to settle the peace terms. This new position has given her a bigger responsibility which will not allow jingoism to mar the happy relations of the two countries that run side by side for 4,000 miles without so much as a military post.

When our citizen soldiers come back from the realization of the awful price of war and compare the serenity of the northern part of this continent with the volcanic cock-pit of Europe, they will say "STOP" to those who by cheap flaunting would embroil this Canada of ours with the kindred people to the South of us—and they would have the right—and bless those who, like Mr. Lighthall, would keep the peace with dignity to the Empire and Canada.

MUNICIPAL BANKS.

The Reeve of Kenora, Alta., in a recent article has been urging the forming of rural municipal banks, the capital of which to be secured by the issuing of municipal bonds. He gives as a reason the difficulty of farmers securing loans from the present banks. While the forming of local banks may or may not be a good thing for farmers, the idea of raising the capital on a municipality's securities is not only dangerous because of the risk involved, and which would have a deterrent effect on the standing of Canadian Municipals, but is certainly not fair to ratepayers, who while prepared to pay for improvements and even the municipalization of certain public utilities, would have a strong objection to financing a business—which farming really is—out of public funds. We are afraid the worthy Reeve of Kenora must adopt other means to raise capital to start a banking business with.

The Value of Municipal Co-operation

That the Union of Canadian Municipalities is not the first civic co-operative movement, was brought home to us in perusing the 1914 Report of the Convention of Scottish Municipalities. This Convention of the Royal Burghs of Scotland—which now number two hundred—was first instituted as far back as 1124-54 by David, then King of Scotland, and is the oldest existing Municipal Union. An extract taken from the minutes of 1734 makes not only interesting reading, but is instructive as showing the value the shrewd Scotchmen put on municipal unions. The extract is as follows:—

“The royal burrows of Scotland have not thought their safety and advantage consisted singly in maintaining their separat and several immunitys as they belong to each individual burrow, not in the wisdom of their separat councils and resolutions, but in having the power and faculty of joining together in one united body, and having the benefit of the joint councils and resolutions of their deputies assembled together in order to enable them to enjoy the priveledges which doo belong to them in common, and to bear the burdens which affect them all jointly and severally.”

The same spirit that underlay the writing of these words two centuries ago permeates the Scottish Conventions of to-day, and the same might be said of the Association of Municipal Corporations in England and Wales, which has the effect of making the

municipal life of the Old Country a splendid example to the whole world. In last month's issue we gave a brief outline of what the Union of Canadian Municipalities has done for Canada during its fifteen years' existence; and this in spite of not having the financial support of ALL the municipalities. What it could and would do if every municipality paid its share of the small tax is best illustrated by the single-mindedness of its Executive, who have borne the brunt of the battle against pilferers of franchises, and against the encroachments upon the rights of the people, with the grand result that not even an incorporated village can be robbed with impunity—every franchise it gives or sells is at the sweet will of its people only. But the civic life of this country is really only at the beginning—its future is going to be on a par with that of Great Britain and the Union of Canadian Municipalities is helping to make it so. Affiliated with the Canadian Union in the nascent International Municipal League, are fifteen other Unions which cover the whole of the British Empire, the United States and Belgium—which unhappy country before the war had a splendid system of municipal government—and while the different conventions show that municipal difficulties are the same in all countries, the balance-sheets indicate better support from the individual municipalities than we get in Canada. In Scotland they are even compelled by law to become members of the Convention. And we again make an urgent appeal to the municipalities of this country to support their Union—for in so doing they are protecting themselves.

FIVE CIVIC SUBJECTS.

Owing to a typographical error the interesting letter of Mr. Andrews in last month's issue was made to read that the boys of his school would write essays on “five” subjects, instead of civic subjects. In a letter pointing out the mistake, Mr. Andrews gives, amongst other suggestive titles, a separate list of “Five” subjects which we commend to others. The headings are as follows:—
“Who am I?”—“Why I can vote”—“How shall I vote?”—“My utility”—“Civic Patriotism.”

THE BONUSING OF INDUSTRIES.

The municipalities of Ontario, at least, are getting tired of the “bonus” system. The St. Thomas Journal, from reports from seven near-by cities, each one of which it publishes, shows that the bonusing of new industries has not often been conducive to the permanent progress of a city. With one or two exceptions the only result has been an increased burden on the taxpayers, and one dares venture to state that if a concensus of opinion could be got from all the municipalities of Canada, which have been in the habit of giving bonuses as an inducement to build up an industrial life, it would be found that they have been heavy losers. Bonusing means the paying away of good money, which could be better spent in local improvements, and as an inducement to responsible manufacturers to locate in a given place, it is a very questionable method, for while it might be so much money found, many captains of industry look upon the system with contempt, as being too much like bribery.

GOVERNMENT SUPERVISION OVER MUNICIPAL LOANS.

We note in an editorial on Municipal Finance that the Montreal “Star” is advocating government supervision, evidently taking an article entitled “Sir Frederick Williams-Taylor and Municipal Finance,” which appeared in this Journal in the March issue, as a basis on which to draw its conclusions with which on the whole, we are heartily in accord, but when the editorial goes on to say that “one result of this haphazard borrowing is that interest rates for Canadian municipal securities have gone out of all reason,” it takes up a position which is not fair, since it gives a false impression of the financial standing of Canadian municipalities, which, as a matter of fact, are equally as high as those in the States, and many of the larger cities are actually borrowing at as low a rate as some of the provinces. The main object of Government supervision over Municipal Finance is to curb undue expenditure and to make officials more careful, and better terms for municipal debentures will naturally follow.

A JOB FOR THE LADIES.

Why cannot municipal authorities who own and run tramways liberate the able-bodied conductors and replace them with women? Why cannot England, in this respect, copy other countries, who realise that able-bodied man can be more usefully employed than in doing work which can be equally well done by women? Are there not thousands of such men employed in this work at the present time? And will not the war be indefinitely prolonged unless every citizen in this country makes up his mind to do his best to stop it by rendering all the assistance of which he is capable.—Surveyor.

ROAD WORK FOR COMING SEASON

CIVIC EDUCATION.

The Editor:—

I have been reading with much interest the letters in the April number of the Canadian Municipal Journal. Since this subject has been apparently of so much interest in Canada, I take the liberty of sending under separate cover, articles describing an experiment we recently carried out here in Chicago, both with grade school children, and the high school pupils as a form of "laboratory" work in civics.

As you will see from the first paper, the one on "Civic and Social Museums and Exhibits," page 141, we had the children of the 6, 7 and 8th grades make a survey and exhibit of their own school district, and took them on tours of inspection through the city departments.

The paragraph on page 83 of the Chicago Club Bulletin describes an experiment in civic exhibit making by many different classes of a big technical high school (2,000 day pupils and 2,000 night pupils). In other words, the children created an exhibit of their local public health conditions with the purpose of educating their own fathers and mothers and neighbors, as to these conditions and the necessity for improvement in them. We are planning to amplify this article in a bi-monthly issued by the Chicago Normal School.

We think the trouble with civic instruction in the schools has been that there is too much instruction from books which is lifeless. We think the children should deal direct with civic issues in their own environment and begin to participate as citizens while they are yet in school and side by side with their elders instead of detached from them as unfortunately our schools have largely come to be. Unless the whole community can be brought into the life of the school it seems difficult to interpret community relations in more than a formal way.

The third publication "Club Review," describes an attempt to bring through a public health exhibit at the high school, the community and school children into these closer relations at the only assembly building of the neighborhood owned by the community—its school buildings.

Very truly yours,

EDWARD L. BURCHARD,

Sec. Civics Extension Committee, Chicago.

(The extracts enclosed by Mr. Burchard are at the disposal of our readers.—Editor.)

Union of Canadian Municipalities

OFFICIAL CIRCULAR.

His Worship the Mayor, and Council.

Dear Sirs,—

Owing to many enquiries, the Union of Canadian Municipalities has received in reference to the war's actual effects at the present date on the material welfare of the Dominion, it has been thought advisable to get the concerted opinion of our municipal councils, boards of trade, and other public bodies and men, on the subject. With this idea in view is printed below a list of questions which we would ask you to answer and return same at your earliest opportunity.

(Signed) **W. D. LIGHTHALL,**
Secretary.

Name of Municipality.....

No. 1.—How is the war now affecting local business?

No. 2.—Are your industries at present suffering?
Have any of them benefitted?

No. 3.—To what extent?

No. 4.—How is the war now affecting your local charities and social work?

No. 5.—What is the outlook of trade at the present moment?

No. 6.—What are the prospects of your municipality, after the war?

BOARD OF HIGHWAY COMMISSIONERS SASKATCHEWAN.

The Editor,—

The Hon. McNab has handed over to this Department your letter of March 12th, in which you make certain enquiries in connection with appropriations for road work in this Province. In reply to your enquiries, I have to say that the amounts voted by the Legislature for Highway work in this Province for the coming year are as follows:—

Chargeable to Income,

Roads and bridges..... \$500,000.00
Ferry Accommodation..... 90,000.00

Chargeable to Capital,

Steel bridges on concrete foundations .. \$300,000.00
Improvement of public highways.....\$1,200,000.00

The above are the amounts voted by the Legislature, but owing to the uncertain financial conditions which have been brought about by the war, it is probable that we will have to curtail our expenditure on road work this year, so that the actual expenditures will be much less than the amount voted. I am unable to say, however, at this writing just what amount will be available.

We have discontinued in this Province the system of grants or assistance to municipalities which had been in vogue for some years up to the end of 1913, by which the Government contributed 50 per cent of the amount expended by the municipalities on certain approved main highways, on the work being done up to Government specifications.

During 1914 and this year, all Government expenditure will be made, in the case of road improvement, by your own Government crews, which are entirely under the control of and paid by the Government. We endeavor, however, to work in harmony with the rural municipalities in order to supplement the work which they may be doing locally, and keeping in view our ultimate idea of providing each municipality with a system of main roads, and our expenditures are limited as far as possible to the improvement of the roads forming part of this main road system.

Yours, etc.,

H. J. CARPENTER,
Acting Chairman of the Board.

PUBLIC WORKS DEPARTMENT OF BRITISH COLUMBIA.

The Editor:

I am instructed to acknowledge receipt of your letter of the 12th instant—in reply, thereto, I beg to enclose herewith for your information copy of Estimates of the Revenue and Expenditure of British Columbia for the fiscal year ending March 31st, 1916. You will find the information you require on page "E" 43 and 44.*

It is impossible for me to give you a classification of the material to be used, as the physical and climatic conditions vary very widely in each of the districts of this Province. Machinery used in connection with Public Highways is the property of the Provincial Government; this consists of road rollers, steam waggons, gasoline trucks, rock crushers, screens, bins, scrapers, graders, ploughs, etc., such as is usually found in connection with modern highway construction.

The estimates as given in the table for Roads and Streets amount to \$1,531,800.

Yours, etc.,

J. E. GRIFFITH,
Deputy Minister & Public Works Engineer.

EXPOSITION VISITORS INTERESTED IN BEAUTY AND WEALTH OF DOMINION OF CANADA.

The Grand Trunk Railway officials in charge of the Company's Exposition pavilion report to headquarters in Montreal that over 2,500,000 people have already visited the big fair at San Francisco.

Thousands of these visitors have admired the showing of Canadian exhibits made by the Grand Trunk, and there is a constant stream of inquiries from people who contemplate future settlement in the Dominion, or desire to return East via Prince Rupert and the Yellowhead Pass.

The Grand Trunk Building was complete and ready for the official opening on February 20th. Since that date the Grand Trunk cinematograph hall has been crowded several times each day with visitors eager to see portrayed on the screen the beauties of the Canadian Rockies, Mount Robson, and the newly-opened up districts along the Grand Trunk Pacific line.

Bituminous Materials for Road Construction

Standards for Their Test and Use.

At a recent meeting of the American Society of Civil Engineers a special committee was formed to report on Bituminous Materials for Road Construction, and the following extracts taken from its findings should be of interest to our readers.

For more than fifty years (the committee observe) the use of bituminous materials of various kinds has prevailed in highway work to a greater or less extent in the United States, and for a longer period in some other countries. Except in the cases of a few materials, this use, until within ten years or less, had been marked by the variety of materials used, the variety of methods of use, the variety of results secured, the lack of standards for materials, methods and results, and the lack of appreciable advance in the science and art underlying the results.

In the exceptions referred to, which are meant to include the sheet asphalt and certain bituminous concrete pavements, it may be said that progress had been steadily, if somewhat slowly, made in the sheet asphalt work, and that the development of the bituminous concrete pavement rapidly advanced the science and art of bituminous pavements generally.

However, even including both these cases, as late as six years ago (1909) standards for materials were lamentably lacking. It was then customary, even where the specifications were otherwise all that could be expected, to describe the bituminous material by its trade name or as "equal to" a particular brand of fairly well-known character. Highway authorities generally knew little or nothing as regards means of identification of bituminous materials—even the asphalts coming under this statement—and no considerable agreement existed among engineers or chemists connected with highway work as to the analyses and tests desirable to be made on either the better-known asphalts or on the newer materials offered for use. A suggestion then made—to the effect that bituminous materials could and should be purchased under specifications which would describe their essential characteristics—met with discouragement and even ridicule from many quarters. . . .

At the present time it may be said that a number of important questions concerning the use of bituminous materials in highway work are desirable of investigation or of solution. Some investigations have been begun, but as yet have not been concluded successfully, mainly because of lack of sufficient time for the proof of certain principles. Other investigations should be begun and pursued under such a variety of conditions as will render the conclusions of general value. As the committee has before stated (in its report dated January, 1912), it believes "that, in order to solve many of the problems of construction and maintenance, it is more necessary to have at hand physical data recorded along uniform lines for a relatively short period than to prove the correctness of certain fine theoretical points," and therefore it again urges resistance to a tendency, apparent in some instances, to ignore the opportunity offered by the committee for collaboration, which would result in mutual benefit, and depreciates any tendency to return to the former chaotic conditions which would ensue from individual, non-current effort.

General—The Committee deplors the tendency, apparent in some quarters, to devote time and energy for the discovery of "the most satisfactory road surface," and expresses its conviction that there is no such thing as a "panacea" for all highway ills. It believes that, with the development of highway work, it should be constantly more apparent that one of the greatest problems to be solved by highway engineers is the proper selection of the particular material and form of construction to be used, which most efficiently meet the conditions of any particular case, and that progress will be hastened by complete recognition of this fact.

Most materials and methods of use of bituminous materials have their values, and the real problems are the determination of these values and of their adaptability or fitness to meet the conditions of any case properly.

A bituminous surface or pavement properly designed for carrying light motor vehicles may not be the one best adopted to horse-drawn vehicles, and one which is efficient to horse-drawn vehicles may be most seriously injured by motor vehicles. A solution of the problem of the proper design and construction of a roadway for mixed traffic is, under any local conditions on which the solution ultimately depends, difficult, though facts are accumulating which may finally permit this solution.

It is still desirable to record the characteristics and details

(including cost figures) of use of bituminous materials and great concordance in so doing is most necessary.

Construction—Materials—Your committee is agreed that:

For the present, at least, whenever comprehensive specifications are to be prepared so as to admit a variety of types of bituminous materials, separate specifications as may be necessary should be prepared for each type.

Where bituminous pavements are laid, the edges should be protected and a sudden transition from the pavement to any softer shoulder material avoided by means of cement concrete or other edgings, and such reinforcement of the shoulder material as may be necessary.

Whatever method may be used, in any case it is essential, as in water-bound construction, that a suitable quality of road metal be used.

By proper selection and use of the bituminous material, injury to property and deleterious effects upon animal and vegetable life may be avoided, and also considerable hygienic advantage may result from the use of such materials on the highways.

The quantity of bituminous material to be used in any case will depend on the peculiar conditions of that case, such as the kind of road metal and of bituminous material, the character of the aggregate, the climatic conditions, etc.

The fluidity of the bituminous materials used should be sufficient to ensure a proper coating of the mineral particles, and such fluidity may be obtained by heating, provided the degree of heat is not excessive or sufficient to injure the bituminous materials, and is reached through proper methods.

The bituminous material should possess adhesive and cohesive qualities sufficient to enable it to perform its purposes properly under the conditions of any case, and it should not be of a greasy character.

The adhesiveness, cohesiveness, resiliency, and elasticity of the material should have the greatest possible permanence.

The success of results depends largely on the use of proper sizes of the particles, and on securing a proper density of the mixture for the local conditions.

The character of the mineral aggregate to be used may be controlled by local conditions, but the best results can only be obtained by the use of the best materials. Excessive sizes, or excessive variations in the size of the mineral particles, should be avoided, and the utmost care must be taken to avoid the segregation of particles of different sizes.

Mixing machines should be used, and hand-mixing methods should be avoided wherever practicable.

The success of results is greatly dependent on the degree of uniformity obtained in spreading the mixture, and on the proper rolling and compacting of the mixture. Too heavy a roller should not be used.

Care should be taken in prescribing or laying any seal coat that invitation or excuse is not given for inferior prior work, and its concealment by such a seal coat.

The use of fine sand on top of bituminous concrete is open to grave objections, and the use of clean stone chips or small gravel free from particles that will pass through a ten-mesh sieve seems preferable.

Trap rock in sizes greater than that passing a 2-in screen should be used with caution in the construction of the upper course.

Construction—General.—Your committee is agreed that:

The use of any form of a bituminous pavement or bituminous surface does not preclude the necessity for the construction of a well-drained, thoroughly compacted, and adequate foundation. In fact, such improvement of the highway frequently attracts heavier traffic, and thus increases the stresses on the sub-grade.

The proper treatment of a broken stone, gravel, shell or slag roadway with bituminous material for the purpose of eliminating the so-called dust nuisance will at the same time render even the best of such roadways more efficient for sustaining traffic, and such treatment with bituminous materials is usually preferable and more economical than sprinkling with water or the use of hygroscopic salts.

An objectionable slipperiness of bituminous pavements or bituminous surfaces may be decreased or prevented by proper precautions during construction or by proper treatment thereafter.

The crown generally used in the construction of broken stone roadways is excessive when bituminous materials are used, and a crown of even $\frac{1}{2}$ in. per foot should be avoided when a lesser crown can be secured without detriment to the surface drainage.

ALL AROUND THE WORLD

DEATH OF SOUTH AFRICAN MAYOR.

The death occurred in London, Eng., last month, of Mr. A. W. Guthrie, Mayor of Port Elizabeth, South Africa, since 1912. The late Mr. Guthrie founded the firm of Guthrie & Co., railway carriage contractors, and became a wealthy man as a result of his own strenuous efforts.

ARBOR DAY IN SPAIN.

For several years an arbor day has been observed in Spain, with such satisfactory results that recently the Spanish Government has taken the matter in hand and declared the annual celebration obligatory throughout the kingdom. The municipal or town councils are directed to invite all the local authorities, associations and unions, both official and private, to participate in the ceremonies, and the various councils must enter in their estimates for current expenses for each succeeding year such amount as they consider necessary for the purchase of land, for irrigation, or for other indispensable disbursements in connection with the tree planting. The governors of provinces cannot approve an estimate for any city or town unless it specifies some amount to be devoted to arbor day. An account of the celebration, mentioning the date of the festivity, the number of trees planted, the number of persons present—noting in particular the students of the various educational institutions that participate, and the individuals who especially distinguish themselves by their co-operation—and also describing the state of plantings made in former years, must be sent by the secretaries of the various councils to the governors of their respective provinces. It will then be incumbent upon each governor to form a general review for his province for submission to the minister of agriculture. By thus regulating the celebration of the day, it is hoped in time to produce a marked influence upon the extension of wooded areas in all parts of the kingdom.—“American City.”

THE CIVIC CARNIVAL IN HONOLULU.

Honolulu has recently had eight days of its Mid-Pacific Carnival. The big show is built around a military and civic observance of the birthday of Washington. All of the many nationalities of the community join heartily in the celebrations.

Japanese give their lantern parade. The Hawaiians produce a historical spectacle. The Chinese, Portuguese, Koreans, Porto Ricans and Filipinos contribute. Everything is out of doors excepting the flower of Hibiscus show, which is in the large new armory of the National Guard. The comic opera “Sho-Gun” was produced one evening and a Peace Pageant at the same place in the morning. There were swimming and boat races and a water carnival. Baseball and tennis had their places, with fireworks in the nature of an artificial eruption of the “Punchbowl” crater in the city.

Illuminations were a feature. The Hawaiian Electric Company “dressed” the former palace, on all sides, with more than 3,000 incandescents. The Honolulu Gas Company gave about the same amount of light each evening in the same neighborhood. This point is the civic centre.

In attendance upon this eighth annual Carnival were about 75,000 people from the various islands of the group and about 4,000 tourists from the mainland, the Orient and Europe. On February 22 the 6,000 troops stationed in and about Honolulu were paraded.

RAILWAYS IN SWEDEN.

Sweden owns and operates 2,850 miles of steam railways. The total cost of these railways is \$163,043,846 and the capital increase during the year 1913 amounted to \$5,360,000. In operation, these railways received \$15,168,000 from freight traffic during the year and \$7,638,000 from passengers. The running expenses amounted to \$16,857,200, leaving a balance of \$5,949,600.

As the state railways of Sweden cost a total of \$168,043,846, the annual interest charge of four per cent would amount to \$6,721,753. The loss in taxes, based upon the rate which the privately owned railways of the United States pay, would amount to \$1,425,000, or a total expense to be added to the running expenses of \$8,146,753. Subtracting the balance from operation of \$5,949,000, there is a total net loss of \$2,197,153 for the year 1913.

The wages on the Swedish railways are only about one-half what is paid in this country and the freight rates are

three times as high as in Canada and the United States; yet with freight rates which average 2.23 cents per ton per mile the net loss on less than three thousand miles of railway amounted to \$2,197,153 in one year.

BELGIUM TOWN PLANNING COMMITTEE.

Viscount Bryce, O.M., has consented to become president of the newly formed Belgium Town Planning Committee which has been constituted by the various committees in England previously considering the question of the replanning of Belgium. The committee, which is under the patronage of the Belgian Government, has Mr. Raymond Unwin as chairman and Mr. Ewart G. Culpin as secretary.

ENGLISH CITIES DURING WAR TIMES.

The effect of the war on English municipal activities is very marked. The employes of local authorities, however, are setting an admirable example. The men who are still at their posts are not only giving of their time and their work, but they are reserving a definite percentage of their salaries and wages for the relief of those upon whom the burdens of war press most heavily. The local authorities have encouraged the officers and men by making arrangements to insure that dependents will not suffer; the principle being adopted is “full salaries or wages less government pay, and appointment available on return.” The local authorities have not adopted a nervous attitude toward the situation, but they are inclined to take advantage of the opportunity that now presents itself to carry out useful schemes that are likely to be of permanent value to the community. These schemes provide employment for a large number of workmen, who, with their dependents, would otherwise have to be supported by the rates. In general, these proposed works are of permanent value to community. They conform to a definite public need and are of such a character that local work-people can be employed in their usual occupations. Lastly, normal wages are being generally paid for the work completed, and inefficient labor is rarely employed merely because of its cheapness.—Robt. M. Jameson in National Municipal Review.

MUNICIPAL CONTROL OVER FOOD PRICES.

In a letter to the “Journal of Commerce” from England, W. E. Dowding gives a very interesting illustration of the efficacy of Municipal control over prices of food stuffs in South Wales. He says:—

It has been shown that circumstances can triumph over abnormal circumstances. When prices first began to move in an upward direction, the major and corporation of Neath, in South Wales, called an emergency meeting at which a deputation from the Neath Grocers' Association were present by invitation. As a result, the Association promised its cordial co-operation with the Corporation and a representative committee was formed to regulate the weekly prices of certain provisions.

Each Monday morning certain wholesale firms of millers, provision and other merchants lay before the Town Clerk the lowest cash prices they are prepared to accept for butter, cheese, bacon, lard, flour, sugar, and margarine. These quotations are placed before the Committee and used as a basis for fixing retail prices for the coming week.

The result has been that Neath prices, compared with London prices, are lower by some six to nine per cent., notwithstanding the fact that carriage—roughly \$8 per ton—has to be paid in the former case.

A comparison of retail bacon prices shows an excess of 4 cents per lb. in London prices over Neath prices, while sugar remains the same for both places.

There is no question, however, of juggling with prices, as the weekly quotations are retained by the Town Clerk, and are always open for public inspection.

This scheme has broader issues, and at no distant date it may be used by the Government as a basis for the regulation of prices in each borough, and it may be used to cover commodities of every description.

Prices under municipal control are bound to give more satisfaction than any maximum price fixed by a Parliamentary Committee sitting in London, legislating for the whole country without consideration of local conditions.

The scheme has the merit of protecting the honest trader, while it throttles the greedy money-grabber who seeks to destroy all the reciprocal obligations which exist between all who live.

ARBOUR DAY

Observance Should be General.

The Objects for which it Stands are to the General Advantage of Canada.

Arbour Day is not observed in Canada to the extent which its importance warrants.

The people of Canada must ever keep in mind their dependence upon her forests. With large areas suitable only for forestry purposes, it is essential that the value of trees and their protection should be thoroughly impressed upon Canadians.

While Arbour Day is observed in the rural schools, and in some city schools, its recognition by the general public is not as general as it should be.

In the province of Quebec, Arbour Day is celebrated to a limited extent in the schools. This is not sufficient, however. The observance of Arbour Day should be general. There is need in every part of Canada for the education and instruction which Arbour Day represents. The day should be observed as a public holiday, at a time most suited to the climatic conditions of the locality. Public recognition should be given to Arbour Day, and the planting and protection of shade trees, the preparation of flower and vegetable gardens, and the thorough cleaning up of homes and surroundings should be advocated as special duties for the day.

Arbour Day has its justification in the value of trees, from whatever point of view they may be considered. Nothing contributes so much to make the world a pleasant place to live in as trees. The true home feeling is not satisfied without the presence of the trees, with their shelter and shade, their beauty of form and leaf, their blossom and fruit, their varying shades with the passing of the seasons, and their fullness of colour in the autumn days. They also afford homes and shelter for our feathered friends—the birds—during their annual visits to us.

There is nothing which will add beauty and value to a home or the schoolhouse more than the presence of trees; there is likewise nothing which adds more to the comfort of the pedestrian than shade trees on the roadside. The way may be long and dusty, but under the cool shade of the trees relief is found.

It is to be hoped, therefore, that the celebration of Arbour Day will become more general; that the planting and care of trees and shrubs around schoolhouses, homes, public spaces and by roadsides may have the effect of developing a keener appreciation of the value and beauty of trees; and that in thus enlarging the field of Arbor Day activities, greater interest may be created in the protection of our Canadian forests from the reckless destruction by fire and the axe with which they are threatened.—Commission of Conservation.



EX-MAYOR OLIVER.

Ex-Mayor Oliver, who has just been operated on for appendicitis in Toronto, was for two terms Mayor of that city. Mr. Oliver, who was born at Erin, Ontario, in 1852, is probably best known through his municipal activities, having been an alderman, a controller and Mayor of the city of Toronto, and is now president of the Canadian National Exhibition. Mr. Oliver is one of the most progressive and substantial business men in the Ontario metropolis.

PLANS OF HYDRO-COMMISSION

It is expected that the Ontario Hydro-Electric will by July have completed its plans for the securing of a new supply of power. The commission is faced with the prospect of exhausting its present contract for 100,000 horsepower, and is weighing alternate propositions—the purchasing of additional power along the lines now followed, or the widening of the policy of developing its own power initiated with the Wasdell's Falls and Eugenia Falls plants.

Two and a half millions of dollars is the aggregate reserve over and above liabilities accumulated to date by the 69 municipalities in the Hydro-Electric system, according to the annual report of the commission.

The report show plant assets of the municipalities at \$12,000,000-odd, and cash and other liquid assets of \$2,348,000, a total of \$15,249,203.

On the other side of the sheet there are liabilities of \$12,702,680, of which over ten and a half millions is represented by debenture issues. The reserves amount to \$2,546,513, of which \$625,217 is sinking fund reserve, \$850,618 depreciation reserve, and \$750,549 surplus.

The total capital cost of the Niagara and other systems that go to make up the Hydro-Electric system now amounts to \$10,130,044. The operating part of the Niagara system represents an expenditure on capital account of \$2,920,945. The Windsor extension represents an expenditure of \$1,030,795. The duplication of the Niagara-to-Dundas transmission line cost \$305,570. The expenditure on wood pole lines to the end of the year was \$1,239,496.

The detailed returns of all the municipalities in the Niagara zone show a surplus applicable to depreciation reserve account of \$149,123, or considerably more than would be needed to meet the sinking fund payments if the government required them, a step that will probably be taken next year.

The average horse-power consumption for the year ending October 31, 1914, was 50,752, of which 20,597 was taken by Toronto, 5,675 by Hamilton and 4,203 by London.

THE TRAGEDY OF UNEMPLOYMENT.

There is evidence in many directions that the tremendous amount of unemployment at present existing is steadily undermining the health of the people. This lack of employment, with its consequent poverty and destitution, brings about lowered vitality in its victims, weakens their resisting powers and lessens their immunity to disease. And more than health is undermined as a result—for many of those who are forced to become charity cases, because of unemployment, never become self-respecting citizens again; they will have received charity too long.

The cases which are constantly being brought to our notice, and which are the most pathetic of all, are those of self-respecting citizens who have never received or asked for aid before, and who would indeed in many instances rather starve than receive alms.

Vigorous Action Needed.

It is said on reliable authority that at least 70 per cent. of the members of the Building Trades Council are at present unemployed, other industries, of course, being in similar proportions. Such a condition of affairs is appalling, and no relief work, however well done, can begin to cope with such a situation. Nothing less than a vigorous organization to deal with the whole problem from the standpoint of work for the unemployed will be of any value. Work can be obtained and made for many of those who need it most. It is not possible to place all those out of work at one kind of occupation; but if the matter were handled systematically and thoroughly, many different schemes could at once be launched which could do much to relieve the present distress.

There can be little doubt that the remarkably low mortality rates which we have achieved in this city during the past few years will be materially increased unless energetic action is immediately taken.—Public Health, Toronto.

A MUNICIPAL INDUSTRIAL SECTION.

The model industrial section owned by the city of Regina has attracted considerable attention in other municipalities. The annual financial statement of the city of Regina shows that the move on the part of the city of Regina to create this industrial district is not only a good one from the point of the general appearance of the city, but also a very profitable one. The statement shows that the city owns properties valued at over \$18,000,000, but these figures include sewerage and waterworks systems, pavements, etc. After deducting these items, which are considered "unsaleable," there still remains \$12,000,000 worth of realizable assets.

CANADA AND U. S. A. AFTER THE WAR

By W. D. LIGHTHALL.

(Extract from New York "Times.")

The recent article on the views of that brilliant publicist, Professor Roland Y. Usher, in the New York Sunday "Times" headed "The War's Victor Will Defy U.S." is very surprising to Canadians, and I am sure will be equally so to every other thinking citizen of the British Empire. I do not know what would be the situation if Germany were victor, although I have full confidence that long before she could recover from her exhaustion sufficiently to strike the United States, the latter would have profited by the warnings of the present struggle and established an invincible preparation to meet the attack. That situation undoubtedly would be serious, but Canadians bet would go ten to nothing for the Americans, because we know that the American people are twice as smart, quite as martial, and five times as rich as Germany, and would be fortified by justice. What we know still better, however, is that in the event of the Allies winning, there could not possibly be a crisis between the United States and the British Empire. The first reason is that the Canadian people would not agree to the Empire entering such a contest, and without consent no such event would be possible. The old idea that the British Empire is ruled in London by war lords without any regard to the local interests and views of the great component peoples, is a delusion, like several other deductions from the outward forms of our democratic "empire." London entered the present war with the full support of all our self-governing nations, already pledged in case of the outbreak of the German menace, which had in fact been the subject of consultation for several years. Moreover, it was the British Isles themselves, and our central navy, that were directly endangered, and not an outlying part. But if, as Mr. Usher thinks possible, the "British," having become victors, were to even think of attacking the United States, the interest most deeply concerned would be that of Canada, and our opposition would undoubtedly prevent the conflict. I have no hesitation in laying down this rule: That the maintenance of peace and harmony along the 4,000 mile American frontier is the first and greatest principle of the external policy of Canada; and for reasons so obvious that they need scarcely be mentioned. Among them are not only repugnance to the bestial butcheries of war, but the community of institutions, the innumerable links of intercourse, the identity of language, the kinship of our races, and, in short, the family feeling and complete means of understanding between us. But I will go further and assert this second principle: That (through us) the greatest interest of the British Empire is, and will always increasingly be, the maintenance of peace and harmony along the same frontier.

The British Empire has here (as Josiah Strong once put it in a different connection) its "greatest future home" for the original stock. Statistics prove that Canada can ultimately maintain two-thirds of the figure of population which the United States will ultimately maintain. The American figure has been placed at 600,000,000 souls, and the Canadian at 400,000,000, but, whether a few millions more or less, the argument remains that Canada is destined to be the most populous and leading unit of the Empire. I would like to suggest to Americans, as reasonable, a third principle, namely: That, the greatest external interest of the United States is also the maintenance of peace and harmony along the same 4,000 mile frontier. The reasons in support need not here be argued, but they will readily suggest themselves. They may be boiled down into the query, "Where is there a greater?" But in further reply to Professor Usher's fear that Great Britain might attack the United States, it is well known, at least to us, that the leading principle of British diplomacy has long been to avoid unfriendly relations with our American kinsmen, and to heal the ancient useless breach made in 1775 by our own "Mad Kaiser." There is no trade rivalry big enough to disrupt this desire. The fleet of the British Empire has commanded the seas for a long time without any other attitude towards America except opportune assistance at times of need. To us the large strength of that fleet is vital because it is not for us a matter of mere trade protection, but protection of the very life of our family of ocean spread nations. It is in effect—and will for the future be far more so—a union of several national fleets, in what we might call a single great co-national fleet. What ought to exist between us and the American people is so complete a system of regular communications and arbitration as to exhibit a practical sample to mankind of the future and possible federation of man.

SIMPLIFYING MUNICIPAL GOVERNMENT

A slavish desire on the part of the Fathers of the Republic to be consistent led them to embody principles of government in forms poorly calculated to express them; and an inordinate regard for the memory of the Founders has led their descendants to cling to those forms long after their uselessness had been demonstrated. The "check and balance" theory, as expressed in the National government, has not worked so well as to necessarily warrant its continuance in the several States, and certainly not in municipal governments; and had the people not ignored the fact that a different form of government was necessary to give expression to the will of a people scattered over a continent—where those in one part knew comparatively little of the affairs of those of other parts—from that of a city, town, or village, it might not have been necessary to wait until the system had utterly broken down, before attempting new experiments. Once that fact was realized, however, progress in municipal government began.

The commission form of government, supplemented by direct legislation in the form of the Initiative and Referendum, marked a decided advance in popular government; but there remained too much of the element of chance in securing the man of greatest efficiency for the management of municipal affairs. This chance is now reduced to the minimum by the employment of the business manager. The village board, or the board of commissioners in larger political units, with the business manager, gives to the people the benefit of the counsel of several minds, and the advantage of a single executive head. Under this system the voters are free to pass upon the character of the candidates for the board, a thing that they may properly judge; but the choice of the executive officer is left to the men of character on the board who have the opportunity to examine and choose an expert. It is the right of the voters to say whether or not a street should be paved, or a water system installed, but they are seldom qualified and rarely have a fitting opportunity to select the expert to perform the work.

The unsatisfactory condition of municipal government in the United States is due to our practice of putting complicated business interests into inexperienced hands; for municipal government in its last analysis is nothing but business. It is peculiar and difficult of solution only because the prevailing practice is to put it in the hands of men who have not devoted the necessary time and attention to prepare themselves for it. No man can afford to give this time and labor to prepare himself for the office of mayor, as he would for the management of a great mercantile establishment, for the reason that he can have no assurance that when he is prepared he will be chosen for the place. He can be mayor of his own city only, and the number of mayors chosen within his working life too limited to warrant any man's making the outlay. The business managership, however, restores the municipal executive department to the field of competition and emulation. Men who would not devote three months to a course in municipal government, in the hope of being chosen mayor, would give years to the preparation as a municipal manager, because he would be studying in the same spirit as the civil engineer, knowing that his talent would be as applicable in one municipality as in another; and the best natural talent could be devoted to this course since, like the civil engineer, success in one place would bring calls from other localities, until we should have many men of the rank of a Goethals, a Gorgas, or a Blue, who have demonstrated that social functions can be performed with the same efficiency as commercial activities when properly trained men are set at the job.

Too often our mayors are as the swallow that flitted in at one window of the king's banquet hall and out at the other, whereas the business manager, as a trained expert, may abide as long as he can be of service. Every line of human endeavor should have before it, so far as possible, the fullest scope for development; and behind it, the greatest incentive to progress. Such, it would seem, is the office of municipal manager; and it is an encouraging sign of the wholesomeness of American political life that so many cities, towns, and villages should be willing to demonstrate by practical application the truth of this principle. Dayton, Ohio, with its 125,000 population, as well as River Forest, Illinois, with its 3,600, and many cities in between, are putting the plan to the test; and it begins to look as though we had at last discovered a means of conducting public business as efficiently as private business.—"S. C.," in "The Public."

City Planning and Real Estate

By GEORGE E. FORD.

An office building is not paying very well. The owner goes to the real estate expert to find out what the matter is. The expert goes minutely through all the items of maintenance, up-keep and fixed charges. He looks for waste and possibilities of improvement in janitor, elevator or cleaning service. He goes into the cost of heating, lighting and power. Does he stop there? No; he examines also the physical equipment of the building. Perhaps he finds that the boiler plant is antiquated, and that it would be a distinct saving to scrap the present plant and put in a modern one. Perhaps a change in the type of lighting would considerably improve the rentability of the offices. Possibly a rearrangement of the office units would make them more attractive.

Nor does he stop even here. He figures to see whether the present improvement is all that the location and land value warrant. He may find that it would be a distinctly better proposition to scrap the whole existing structure and build larger and in a more modern fashion. In planning such a building, the expert uses all of his accumulated data and experience. He lays out his plan so as to secure the greatest ease of access from the street to all parts of the building. He lays out his courts and yards so as to secure the maximum value in well lighted, rentable space. He may even find it a net economy to secure a light easement over neighboring property. Furthermore, he looks to the future and very likely makes his columns and foundations strong enough to carry additional stories at such times as the demand may warrant, and he provides for the possibility of adding to his power plant and elevator service without having to rip out the present plant.

Let us substitute the city for this office building. The maintenance, upkeep and handling of fixed charges correspond to the "administration" of the city's business. The rest is "city planning." I would apply the same science, and put the same businesslike and broad-viewed order into the control of the improving of property, whether public or private, the real estate expert puts into the design of his plan. City planning is not a squandering of the taxpayers' money on mere prettinesses; it is a regulating of the improvements which the city must make for a healthy normal growth so that every dollar which the city spends will go where it will count the most as a sheer business proposition.

City planning conserves and stabilizes real estate values. Perhaps its first duty is to undertake to prevent as far as possible the demoralizing shifting of real estate values, from which so many cities are suffering just now. To prevent this the city needs definiteness and evenness of growth. It is the work of a city planning committee so to direct the development of public property and control of the development of private property as to bring about this result. To this end careful studies should be made and essential data should be compiled to show the trend of the growth of the city and to determine for what kind of development each portion of the city is best suited, so that the improvements undertaken or the restrictions suggested in any district may be such as will tend to help its development and improve the real estate values of the neighborhood.

City planning co-ordinates the improvements of a city. For example, in considering a waterfront terminal development, it would see to it not only that the actual terminal plan itself was a good business proposition for all concerned and that it was laid out as a thoroughly economical and efficient plant, but it would also take into account the problem of so designing the whole surrounding territory as to best fit it for its normal use in connection with the terminal. It would look into the layout of approaching streets to see if they are so located and of such widths, grades and surfaces as to best facilitate trucking to and from the terminal. It would see that there are proper transit approaches for those who work in or use the terminal. It would see that the terminal railroad facilities were co-ordinated with the trunk and belt line systems of the city. It would see that the lot and block and street units of the immediately surrounding area were best suited to such factory and warehouse use as should go with the terminal. It would also consider the neighboring waterfront to plan for its future use as an extension of the immediate system. In short, it would make every part of the area as profitable as possible to the property owners. It would bring together into one harmonious scheme all the various improvements in each district, and would bring together dis-

trict developments into one comprehensive, practical plan for the city as a whole.

City planning would determine the relative urgency of various improvements and see that the taxpayers' money was spent in each case where it would do the most good. For example, should a group of people in a particular section try to induce the city to bring an extension of the rapid transit system out into their district, the data of a city plan committee would show not only what territory, how many employees, etc., would be served by this extension, but it would also show by its figures how much more urgent might be, for instance, a certain extension in another section of the city, only in the latter case the citizens had not gotten together to urge their needs. Good business demands that the more urgent matter be undertaken first. It would determine a comprehensive, practical plan for the development of the whole city, each part of which would fit in with every other part as in the ideal manufacturing plant. Each part would be best suited to its use. Each part could be extended as the business grew without disarranging any of the original plant, and it would be elastic enough to permit of such changes in the plan as new conditions might demand.

To carry out a program as outlined above, the city needs the co-operation of those who know real estate and real estate values. It is so largely a matter of getting the greatest use and value out of property that it is obvious that the city should have the advantage of the best real estate experience.

The real estate man owes it to his clients and to the city to help in every way he can.

CONSUMPTION AND HOUSING

"Recent legislation to encourage proper housing in Ontario bids fair to be a potent factor in the work of prevention. No doubt the recruiting stations of tuberculosis are found in unsanitary over-crowded houses. The intimate social contact, the insanitary environment, the moral turpitude, the tendency towards dissipation, all are factors involved. Moreover, men and women thus associated are not generally so by choice, but by necessity. Insufficient wages often drive these unfortunate individuals to domicile themselves in such a way as to reduce to the lowest possible minimum the expense of natural existence. The overcrowded, insanitary tenement houses are a prolific source of physical, mental and moral sorrow. From its unhallowed walls creep forth diminutive men and women, degraded and degenerate. Out of these abodes come forth anaemic, palsied, subnormal children. Every child's start to a healthy normal family life must be regarded as a legitimate claim by the Province or State.

This Housing Problem in Ontario is not confined alone to the cities, but is frequently met in rural districts. Here, however, it is individual, rather than corporate. The house is occupied by one family generally, and is unventilated and unhygienic, due to tradition or ignorance. The only cure for this condition is education. It is not possible to legislate here. It is necessary to bide the time when a new generation will arise with more knowledge than this one. It is highly probable that the great decrease of pulmonary tuberculosis has been due to the agitation for the open sleeping apartment, and to the fact that many people have adopted more open air advantages when sleeping. The new architect now included the open sleeping-room in his dwelling-house plans. The story of the evolution of the sleeping porch will be one of the interesting chapters of architectural history in the future."—Extract from Report of Dr. Bruce Smith, Inspector of Hospitals in Ontario.

DAYLIGHT SAVING PLAN.

The daylight savings plan has been inaugurated at Regina again this year, and the citizens have taken to the new time much more readily than last year. The plan is already working to advantage, and citizens are to be seen in large numbers taking advantage of the extra hour of daylight in improving their home premises. Advices from other centres throughout the West would seem to indicate that the practice of saving one hour of daylight in the early morning is growing in popularity, and there is a likelihood of other cities and towns adopting the change this summer. It adds another hour to the already long summer evenings, and has been found to be a great benefit. It also permits the various sporting organizations of the city to play many of their games in the evening.

Municipal Affairs in British Columbia

By COUNCILLOR J. LOUET

BRITISH COLUMBIA UNEMPLOYMENT RIOTS.

The unemployment situation in Vancouver was rendered somewhat serious lately by the decision of the council to cease most of the relief work on April 6th, the reason being that it should not be incumbent on the city to provide work for destitute aliens not residents of the city, but arrived there owing to harder times elsewhere. On the date mentioned a mob of over a thousand men started a small riot and though quickly controlled by the police did some damage to two restaurants and a cigar store.

An examination of the causes leading up to the disturbance would seem to indicate that hunger had little or nothing to do with it. All the men arrested had money in their pockets, one having over \$36, and the others smaller amounts.

During the riot, a cigar store was looted and over seventy cigars taken—surely not the action of men driven to desperation by hunger. The contents of fruit stands were taken and used to pelt the police and very little was eaten. Order however was promptly restored and measures taken to prevent further disturbance. A deputation from the council then went to Victoria and were successful in obtaining a grant of \$10,000 from the Provincial Government. It is unfortunate that this action was not taken sooner as the sequence of events will lead to the idea that intimidation was successful and should be repeated in future.

Another petition to unseat Mayor Taylor has been presented to the courts, with Joseph Martin, K.C., as counsel for the petitioners.

The grounds apparently are that Mr. Taylor is not the owner of the lot on which he qualifies, but merely holds it as an accommodation from a friend. Whether this is so or not will be decided in the near future, and Vancouver may be in again for another election. In council the Mayor is urging the passing of by-laws to the amount of half a million in order to provide work for the unemployed, but as this does not agree with the retrenchment policy, no decision has been yet come to.

South Vancouver.

There is still much trouble in South Vancouver, and the Reeve is still at outs with his council. A deputation from the ministers of that district recently waited on the council to urge peaceful counsels to prevail in future but more trouble arose after the delegation left, and matters are as before.

The impression on outsiders is damaging to the municipality and can only be removed by less bickering in future.

North Vancouver.

North Vancouver City has sold three-year treasury notes

(6 per cent) at 93 to a Toledo, Ohio firm, and is now able to proceed with a modest programme of improvements hitherto held up for lack of funds. In the City of Victoria there is little new to report, routine business occupying the attention of the council and works outlined proceeding satisfactorily. The dispute with the Board of Fire Underwriters in regard to reduction of rates alleged to have been promised is still unsettled and the council claim that they have been treated neither fairly nor equitably.

Taxes and Assessments.

Assessments all over the Province are very close to the figures of 1914, and appeals have been very slightly more numerous than in previous years.

No great reductions were allowed, and of those cases appealed to the courts, a majority went against the appellants.

There has been some criticism of the notes in the April issue, to the effect that the statement in regard to some municipalities being unable to collect sufficient taxes to pay interest and sinking fund, should have been more qualified than it was. It should be made clear that very few municipalities are in this unfortunate position, and in most cases steps have been taken to remedy matters by collection of tax arrears, through a tax sale if necessary.

Municipalities which held tax sales last year report that many lots have been redeemed and arrears in general are coming in much better than might be expected with the conditions now prevailing. The Municipal Act has been amended to enable property to be sold for taxes when the previous year's taxes alone are in arrears, and this is expected to induce property-owners to make more prompt payment and thus avoid unnecessary expense and possible loss.

Jitneys in British Columbia.

The Jitney problem continues to worry the municipal authorities. The street railway company has experienced a severe drop in receipts and shares in London have dropped to a price out of proportion to the loss in revenue so far sustained. The company has not attempted to fight the new competition, but hopes rather for action by the councils which will impose restrictions as severe as those now on the street railway company.

The councils, however, are fighting shy of destroying a competition which, while hardly fair to the railway company is approved by the travelling public and probably nothing decisive will be done until the company offers some concession and guarantee of future satisfactory service.

One cannot but wonder what would happen to the Jitneys if the tramlines were municipally owned!

SASKATCHEWAN CITIES CONSIDER MANY AMENDMENTS TO CITY ACT.

Anticipating the next session of the Saskatchewan Legislature, representatives from the cities in the province convened in April, at Regina for the purpose of discussing some sixty suggested amendments to the City Act. Among these, two suggestions met with unanimous approval of the delegates—one being that the Mayor of Saskatchewan cities shall in future be elected by the City Councils, and not by the people, as at present. The other was that the municipal franchise be granted to married women. The admission of press representatives to committee meetings of city councils was discussed at some length; but no action was taken.

For some considerable time, it has been evident to civic bodies that the present Act governing cities in Saskatchewan was much out of sympathy with the remarkable development characteristic of the past few years. It belonged rather to the past, having in a good many directions, outlived its day and generation. Something bigger, broader and better is now required and desired.

A MUNICIPAL ABATTOIR.

Definite steps have now been taken by the city of Regina for the establishment of a municipal abattoir. The city commissioners have been authorized to prepare preliminary plans and estimates for a killing floor and chilling rooms. The abattoir will be of sufficient size to handle all meat consumed in the city, as well as that required in the towns and villages in the district. The Retail Butchers' Association and the provincial live stock commissioner, J. C. Smith, are co-operating in the matter and it is expected that some definite plan will be worked out in the immediate future.

ONTARIO MUNICIPAL ASSOCIATION.

The representatives of the Ontario Municipal Association last month, urged on the Hon. W. J. Hanna, Provincial Secretary, the necessity for the Government appointing a new Cabinet Minister, who should give his whole attention to municipal legislation. Mr. Hannan replied that the matter was already under consideration. The only thing that stood was already under consideration. The only thing that stood

The delegation asked that banks be induced to advance money to municipalities for public works under construction to afford redress for the unemployed. The suggestion came from Mr. W. B. Dougherty, of St. Thomas, that any money raised by municipalities for war purposes should be spread over five year debentures. Mr. J. T. Moore, of Guelph, wanted the Municipal Act changed so that towns and villages would have the authority to regulate the location of liveries and factories for the protection of potential residential districts.

The Government was asked to deal with the question of unemployment by providing information for those out of work as to where employment can be secured. A system of Government agencies or the use of the immigration officials was suggested to carry this plan into execution.

Mr. W. K. McKay of St. Thomas, asked that the prison reform idea be adopted in county jails. He urged the necessity for careful segregation of first offenders from habitual or hardened criminals.

Mr. W. B. Doherty of St. Thomas wanted the law amended so as to define the respective rights of urban and rural municipalities in the cost of the administration of justice.

The association also asked for an annual grant of \$300.

Some Road Facts of Quebec

By B. MICHAUD, Deputy Minister of Roads,
Province of Quebec.

In the Province of Quebec there are about 1,130 rural municipalities, and the total length of the roads is about 45,000 miles.

Of these 45,000 miles, about 15,000 miles of earth roads are regularly and systematically maintained under control of the road department.

Since 1903, we have gravelled 416.45 miles of road (including the main provincial roads).

Since 1908, we have substituted 9,665 concrete bridges or culverts for small wooden bridges. (This number does not include the concrete bridges and culverts in the roads constructed under the provisions of the law of 1912.)

Since 1912, we have built the Edward VII road between Montreal and the frontier, near Rouses Point (about 39 miles). The part of this road with which we are concerned was finished in 1913.

In 1913, we commenced the construction of a road between Montreal and Quebec, on the North Shore of the St. Lawrence. This road follows the river for all but a few miles of its course. It will have no grade in excess of 5 per cent. I do not hesitate to say that its construction will effect a complete transformation of traffic in the country, through which it passes, and particularly in the neighborhood of Montreal and of Donnacona on the Jacques-Cartier river. In these particular localities the land is very hilly. At the approaches of the Canadian Northern bridges at Charlemagne, near Montreal, when the spring floods occur, there are practically no roads at all. We have made embankments which will almost completely do away with this inconvenience, and shall continue to build them as found necessary. At Donnacona we are about completing the reduction to 5 per cent of grades which formerly were from 15 to 18 and 20 per cent. This road is about 150 miles long. There are 43 miles macadamized. We hope to finish it next fall, except in certain parts where new embankments will not permit the laying of macadam.

In 1914, we opened and gravelled 46.5 miles of the Levis-Jackman road. This road starts from Levis and goes as far as the American frontier, connecting finally with Jackman, a village in Maine. It follows the Chaudiere river and its tributaries throughout almost its whole course. We will finish it next summer. This road is built directly by the road department, except the bridges and culverts, which are done by a contractor. Its total length is 93 miles. Of these 93 miles, about 20 are already macadamized or gravelled by the municipalities interested.

The Sherbrooke-Derby-Line road, about 33 miles, is being constructed. About six or seven miles of it will be macadamized, and the rest gravelled.

Since 1912, nearly 300 municipalities have asked permission to avail themselves of the advantages offered by the government for macadamizing and gravelling their roads under the provisions of the law of 1912.

The road department owns 58 macadamizing plants, which it rents or lends to municipalities as the case may be. It also owns other machinery such as rollers, traction engine, road graders, cranes, horse shovels, etc., which are now being used in the construction of the Levis-Jackman road, and which will be employed elsewhere as occasion requires.

Apart from the machinery plants belonging to the government, 143 are owned by different municipalities in the Province.

All the work of macadam, gravelling and maintenance of earth roads, which is done in the Province, is regularly inspected. For the inspection of macadam work the Province is divided into twelve districts, to each of which an inspector is attached. The inspectors themselves are under the directions of a Superintendent.

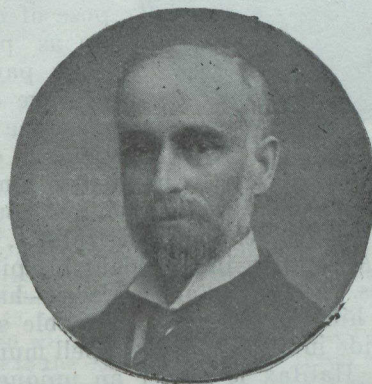
Each instructor, inspector or employe at work on a road has to send a post card to the department each day, indicating the work done by him the day before.

Each year the Parliament of the Province votes an amount "For the improvement of rural roads" out of which grants are given (a) for their maintenance, (b) for macadamizing, (c) for gravelling. This year the amount voted is \$250,000. Previous to the loan law it had been as high as \$350,000.

Since the coming into force of the good roads law of 1912 (authorizing loans) there has been spent as well as the 10,000,000 voted by this law, a sum of \$8,941,746.39 (to March 10th, 1915), for roads macadamized or gravelled by municipalities, and also for the purchase of machines by

these municipalities and for the construction of provincial roads. The amount spent for these same objects during the current year (from July 1st, 1914 to March 10th, 1915) is \$5,085,687.20.

The cost, per mile, of Provincial roads, is higher than the cost in the municipalities, but it is not fair to compare the work done on these roads with that done by the municipalities themselves. In fact, these municipalities make few earthworks, and only build bridges and culverts of less than 88 feet span, while the government does a large amount of earth work, and is often called upon to construct bridges of considerable length. (At Donnacona, on the Montreal-Quebec road, we are to build next summer a concrete arch of 155 feet); and we must add the cost of buying lands, paying indemnities, and the expenditure required for special work rendered necessary by the changes in the surroundings.



EX-MAYOR URQUHART.

Mr. Thomas Urquhart, former Mayor of Toronto, is fifty-seven years of age. He was born at Wallacetown, Ont., and educated there. He was called to the Bar in 1886 and has practised his profession in Toronto ever since. He was three times Mayor of Toronto, and President of the Union of Canadian Municipalities, and was also an unsuccessful candidate in the Liberal interests for North Toronto in the House of Commons. Mr. Urquhart is a prominent Baptist and takes a keen interest in the Sunday School and young people's work connected with that Church. He is regarded as one of the best Mayors Toronto ever had.—Montreal Journal of Commerce.

HIGHER FREIGHTS AND GOOD ROADS.

Before the Railway Commission last month objections were raised to the increase of five cents per ton on crushed stone. If the increase is allowed, said Mr. S. L. Squire, president of the Good Roads Association of Ontario, it would mean an additional average cost of \$150 per mile to the roads now under construction and those it is proposed to build in the Province of Ontario, or a total increase of \$1,500,000 covering a period of 20 years on the contemplated improvements to the highways of the Province. "If it means an added expenditure of a million and a half dollars to Ontario in 20 years it will mean three or four times that amount to the country at large. Instead of the railways penalizing the highways they should subsidize them, since they are virtual feeders to the railways," said Mr. Squire.

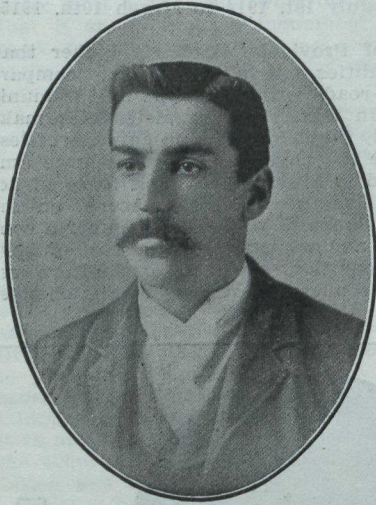
E. W. Beatty, K.C., general counsel for the Canadian Pacific Railway, and Mr. W. N. Tilley, special counsel for the Grand Trunk, put in tabulated statements to show that the proposed advance in rates on crushed stone in Ontario will not bring them up to the level of the present rates in Quebec.

Edward Bayley, K.C., of the Attorney-General's Department of Ontario, registered a protest, against the application of the railways in so far as it applies to crushed stone, sand and gravel. Mr. Bayley appeared in behalf of the Public Works Department of Ontario. He maintained that an advance in the freight rates on the commodities in question would undoubtedly have the effect of discouraging the good roads movement, especially in the smaller municipalities of the Province.

SOME BIG MUNICIPAL MEN

(By AJAX.)

MAJOR F. W. DOANE, C.E.



If the progress of municipal life depended on the officials there would not be much fear of comebacks, but the general tendency of citizens in Canada is to treat the officials of the city or town as though they were hirelings who have taken on their job with the avowed purpose of doing as little as possible for their pay, and the average civic officer must have the patience of Job to stand the humbug that is handed to him every day of his life. There are exceptions, of course, and F. W. Doane, the city engineer of Halifax, N.S., is one of them. Absolutely independent in spirit, his people—that is, the Mayor and citizens—have come to look upon him, not only as a capable servant, but as their guide in all things that spell municipal utilitarianism. Halifax is rather a unique city, inasmuch as it is a military and naval station; is the principal winter port on Canada's eastern seaboard, and has a population that take such a pride in their city as to expect big things from the man who has control of their streets, their sewers, their lighting—in short their every public utility. And the man Doane for twenty odd years has always risen to the demand. Speaking in an engineering sense, Halifax is one of the best regulated cities on this continent, so no wonder the citizens think well of Engineer Doane and he must think well of the city to stay so long, having discarded many tempting offers to pitch his tent elsewhere.

There are city engineers even in Canada so professional in their methods that unless they are permitted to carry out some elaborate and costly pet scheme to get certain results, they have not brains enough to try out some more common-sense scheme; something more in keeping with the locality. This has not been Mr. Doane's way. When he was first appointed, Halifax, though one of Canada's oldest cities, was still in a crude state, as far as its roads were concerned, and there wasn't too much money in the civic treasury. The new engineer acted accordingly. Each year as his appropriations were increased he built better, but he never once let go the commonsense idea of keeping his streets in repair, neither did he forget to build for the future, but not at the expense of the present. In other words, he knew what the people wanted, and he gave what was good for them.

It might be said of Engineer Doane that, though college-bred, his knowledge and success are begotten of hard experience. It is certainly true that he has no master in municipal engineering; he takes his work seriously, and he has ideals. These attributes, which are soon recognized by all who come

into contact with him, have been a big factor in making him one of the most respected men in municipal Canada. Outside his official duties Mr. Doane takes a keen interest in the U.C.M., religiously attending all its conventions, and those of its daughter association, the Union of Nova Scotia Municipalities, which he founded in 1906 and of which he is secretary. What the Nova Scotia Union has done in reforming the municipal life of the Province is best illustrated in an extract from an article written for this journal in 1913, which says:—

"It is usually thought that in an old conservative Province they perhaps have special difficulties to contend with in introducing new methods and new things, for where things are already pretty well done there is some tendency to refuse to seek improvements. I need go no further than their magnificent Convention Report for 1912 to prove that they are putting that so called "old conservative" Province in the forefront of Canadian progress; for I notice that they have brought about the passage of a Town Planning Act, a Tenant Act, a Street Tree Act, a Public Utility Commission Act, and even an Act to advertise industrial opportunities and seek tourist trade; and are preparing an impatiently awaited set of standard town by-laws. If I had been asked without knowing, what province had produced this sheaf of legislation, I would have answered "Saskatchewan,"—for all idea of an 'effete East' is blown to the winds. The key of so much progress lies evidently in the fact that, like the other provincial Unions, they have wisely cultivated friendly relations with the Legislature, as appears by its printing their proceedings, and accepting their suggestions."

For many years Mr. Doane has been in the Militia and was one of the first to volunteer for active service, being now in charge of one of the local depots, with the title of Major. He is a member of Can. Soc. C. E., and Nova Scotia Institute of Science (President 1905-7), and lecturer on municipal engineering, Dalhousie University. Born a Blue Nose, the whole of F. W. Doane's professional and official life has been spent in his native province. First as assistant to the Provincial Government Engineer, and as city engineer for Halifax since 1891, he has given of his best, and his best has been found to be good. He ranks with Ruttan of Winnipeg, and Fellowes of Vancouver, among engineering Makers of Canada.

FIRST ORGANIZER OF MUNICIPAL TELEPHONE COMPANIES.

The late Mr. Skinner, of Sherbrooke, P.Q., patented several telephone devices. He was the first representative of the Bell Telephone Company at Sherbrooke. In 1888 he organized the People's Telephone Company now known as the Eastern Townships Company. At the time of the reorganization of this company in 1912, it was one of the largest and oldest independent companies on the continent. He also made and installed the first fire alarm system in Sherbrooke.

FREDERICTON ASSESSMENT.

The total assessment for Fredericton, N.S., for this year has been fixed at \$107,000. Last year it was \$101,000. The increase is due mostly to the interest charges on bonds and debentures, and the starting of a sinking fund to meet the payment of debentures when they fall due.

Brick Roads and Streets

E. A. JAMES.

It has long been recognized that the bridge engineer should design for each site a bridge or bridges best suited to that location, but although this has been true of the bridge engineer yet the road engineer has been expected to construct on a given highway a pavement irrespective of conditions.

That will not be so in the future. Each section of a highway requires careful designing and over-designing should be avoided as well as under-designing. Not only must the pavement engineer design a road suited to the weight and intensity of the traffic, but regard must be had to cost, and the value that will accrue to the community.

No arbitrary tabulation can be made which will be a sufficient guide to use in determining when a brick pavement is desirable. A road to-day may have a traffic of 200 vehicles per hour, but if this road were improved the traffic would more than double, so in selecting a pavement the engineer must use his imagination and estimating the probable traffic under improved conditions.

We would offer, however, this suggestion that when the traffic amounts to; or is likely to amount to in the near future, 200 iron tire or hard rubber tire vehicles carrying from 500 pounds per inch of tire or upwards pass a given point per hour then one would be well advised to use brick or a concrete base.

Of course there are other conditions than volume of traffic.

It will often be advisable to pave lands and court yards where the weight of load amounts to 1,000 pounds per inch of tire, or sandy hills, etc.

In York County we have paved three hills with brick. The hills have a grade of 9 per cent, yet no complaints have been made in reference to poor traction.

Two of these hills have been paved since 1912, and as yet not one cent has been paid for repairs or maintenance. The road was paved 16 feet wide at a cost of \$24,000 per mile.

The same hills would have cost \$10,500 per mile to build with macadam and would have cost \$400.00 per mile to repair and oil.

When it is decided that brick should be used, the following specifications will be found satisfactory.

Specifications for Brick Pavement With Concrete Foundations.

PREPARING SUB-GRADE.—The sub-grade is to be formed to the levels and cambers shown on sections; where the ground is soft or otherwise unsuitable it shall be removed and refilled with gravel, broken stone or other approved material, the whole sub-grade shall then be thoroughly rolled with a roller weighing at least eight tons, any depressions discovered after this rolling shall be filled with approved material and re-rolled until brought to the proper levels and camber.

FILLING in embankments must be applied in layers of four inches in thickness and each layer thoroughly rolled.

TILE DRAINS shall be placed beyond the edge of the concrete or in such places as shall be directed by the Engineer.

CONCRETE FOUNDATION.—When the sub-grade has been completed a layer of Portland Cement Concrete, five inches thick shall be placed.

THE BROKEN STONE for the concrete shall be hard quality limestone, free from all refuse and foreign matter, with no fragment larger than will pass, in its longest dimensions, through a 2½-inch ring, and not smaller than half an inch in its longest dimensions.

THE SAND is to be clean, sharp sand, and free from clay or other injurious material, and to be thoroughly dry when first mixed with the cement.

THE CEMENT used shall be an approved brand of Portland Cement, and will be submitted to the tests approved and recommended by the Canadian Society of Civil Engineers, and any cement failing to comply with these requirements, shall be rejected. All cement used in this work shall be properly protected from moisture until used.

THE WATER used for mixing the concrete shall be reasonably clean, free from oil, sulphuric acid and strong alkalis. The cement and sand are to be first thoroughly mixed in a dry state until the whole mass shows an even shade, sufficient water shall be added to produce a plastic mass, fluid enough to settle in place without tamping, but not so thin that water will show on the surface. The brok-

en stone must be damped before being added to this mixture, the whole mass to be thoroughly mixed or turned over at least three times, so that every fragment is coated with cement mixture.

THE CONCRETE shall be so proportioned that the cement shall overfill the voids in the sand by at least 5 per cent, and the mortar shall over-fill the voids in the stone or gravel by at least 10 per cent. The proportion shall not exceed one part of cement to eight parts of the other materials. When the voids are not determined the concrete shall have the proportions of one part of cement to three parts of sand and five parts of stone. A sack of cement (94 pounds) shall be considered to have a volume of one cubic foot.

The concrete shall be laid while fresh and within twenty minutes after it has been laid it shall be struck off with a template and as soon as practical trowelled sufficiently to bring the finer particles to the surface and then broomed. When the surface is finished, it shall be kept wet for seven days. Care should be taken that the sub-grade is kept moist while this concrete is being put in place. The whole of the concrete must be thoroughly tamped and no re-tamping will be permitted. No concrete shall be laid when the temperature at any time during the day or night falls below 35 degrees above zero Fahrenheit.

Expansion joints shall be provided at each curb line, and at points as later specified by the Engineer across the roadway. The transverse joints shall not exceed three-quarter (¾) of an inch in width, and the longitudinal joints shall be one inch in width. These joints shall extend the entire depth of the pavement, and shall be filled with bituminous paving cement; great care shall be taken to fill these joints flush with the surface of the pavement and that no dirt, etc., be left in the joints.

After 24 or 30 feet of the pavement is laid, every part shall be rammed with a heavy rammer, a plank laid on the surface parallel to the curb to receive the blows of the rammer, or a steam roller not to exceed five tons may be used. When a self-propelled roller is used it shall first be passed slowly back and forth parallel with the curb until the bricks are firmly imbedded in the sand cushion, the pavement shall then be rolled the entire width of the street transversely at an angle of 45 degrees to the curb, repeating the rolling in like manner in the opposite direction. All broken or injured brick must be taken up and replaced with satisfactory ones which must be brought to true surface by tamping.

SAND CUSHION.—On the concrete foundation shall be spread a ¾-inch cushion of clean sand, free from loam and foreign matter, and sufficiently fine so that it will pass through a one-quarter (¼) inch mesh; the sand must be spread by means of a template made to conform to the true curvature of the street cross sections, the compression to be done with a hand roller weighing from three hundred to four hundred pounds.

BRICK PAVING.—The bricks used for paving shall be sound, well-burnt paving bricks, showing at least one fairly straight face, free from cracks and excessive laminations, preferably made from shale. They shall be not less than 2½ in. x 4 in. x 8 in., or more than 3¾ in. x 4 in. x 9 in., and shall not vary one-fourth (¼) of an inch in width or depth or more than one-half of an inch in length. The brick shall be reasonably perfect in shape, free from marked warpings or distortion. The brick shall be carefully laid on edge, with the best edge uppermost, as compactly as possible, in straight course across the street, with the length of the bricks at right angles to the axis of the street. Whole bricks only shall be used, except in starting and finishing courses, all fractional batting to be next to the curbs.

FILLER.—The filler shall be composed of one part of clean sharp, fine sand and one part of Portland Cement, thoroughly mixed dry in small quantities, water is then to be added until a mixture is of the consistency of thin cream, which shall be kept in constant motion until all used up. The filler shall be poured into the joints until it appears on the surface.

The sides and edges of the bricks shall be thoroughly wet by sprinkling before the filler is applied. Care shall be taken that the joints are free from sand, etc., before the filler is applied. After the filler has hardened, a half-inch coating of sand shall be spread over the whole surface of the pavement; in dry weather this coating shall be kept damp by sprinkling for three days.

To Municipal Treasurers and Clerks

In a previous issue (December, 1914) this Journal urged the importance of a central Bureau of Municipal Information as the basis upon which to build that superstructure of civic education, so necessary to the solidification and dignity of the municipal life of this country. It was then pointed out that the municipal securities were not made the most of because there was no proper system of exchange or information, and that it had been suggested that the Canadian Municipal Journal should be the medium. This suggestion is now taking concrete form in the determination of the C.M.J., with the help of men whose interests are identical with those of the municipalities, to build up such a bureau. Of course, this would be impossible without the aid of the municipalities themselves, but this we have every confidence will be forthcoming, and as a start we ask every municipal clerk or treasurer to send in as early as possible the statistics of his particular city, town or village.

So that the financial statistics will be of real value, the Journal below and on page 185, has published a form which should be studied, and which was brought to our notice under the following circumstances. For some time there has been much irritation on the part of municipal officials and dissatisfaction on the part of bond houses in the giving and the receiving of information in regard to the issuing of municipal debentures. Just as soon as it is rumoured that a certain municipality is about to make an issue, the secretary-treasurer is inundated with requests from bond houses for information, other than that already furnished on the printed matter supplied with official forms, and as not two of the said requests are for the same information—or if for the same, with different wording, which is liable to be construed wrongly—the work necessitated in answering such a volume of questions is, to say the least, vexatious, and often as a consequence the figures, where given, incorrect. The result is that many of the requests are ignored altogether, which apparently shows discrimination against certain bond houses, whereas the fact is that the officials have been, in the words of one of them, “fed up” with the volume of information required. This refusal to give information has been known to affect the price of municipal debentures, because it has meant the lack of competition.

With the idea of obviating this state of affairs as much as possible the Bond Dealers’ Section of the Toronto Board of Trade have drawn up a debenture form of enquiry which would satisfy the most exacting of possible buyers of municipal debentures, and then passed in on to this journal. We have examined the form thoroughly, and have taken up the responsibility of bringing it before the municipalities for these two reasons.

1st.—It completely satisfies the financial houses.

2nd.—It does away with much unnecessary labor on the part of municipal officials, for they, by filling up this ONE form, and taking copies, can give the same answers to all financial enquiries.

The filling up of the form will mean much study on the part of officials, and it has been even hinted that it is almost beyond the average clerk, but this the Journal does not believe, for our experience in the past has been that, however, intricate a municipal problem might be, the secretary-treasurer manages to solve it. And when we suggest that this is a standard form that will satisfy any reputable financial house, it will be worth the trouble to master the questions. Some clerks will ask why such an elaborate form, when many bond houses are content to have much simpler forms filled. Our answer is that these same simple forms—made deliberately so to ensure even a reply—are not sufficient for a tenderer to put in as high a price he would do if he had more detailed information, consequently tenders when opened usually fall short of the prices expected. This can be proved by the better prices secured by those municipalities, which when offering their debentures, give not so much the fullest information, which very often is not understood,—but the proper information.

To these clerks and treasurers who are really studying the interests of their respective municipalities, we would urge their filling in, after close study, the second part of the form—under the head of municipal statistics—and mail same to this office, together with any other literature that would help in forming an intelligent idea of the municipality, which will be filed for reference. If any issue is about to be made, to fill up the first part of the form too, but if not, to hold it until an issue is to be made then fill it up at once, and mail it direct to this office. This information, together with any other data we might have by us, would then be mailed at once to the responsible bond houses of this country, thus ensuring the proper placing of an issue and a correspondingly better market price. This does not mean that we are prepared to act as fiscal agents, but it does mean that the journal, with its ten years’ intimate knowledge of the municipalities, is prepared to do its best to place each city, town and village, and each rural municipality before the investing public in its true light, which means its best light. The municipalities of Canada are good enough to be told the truth about, but the difficulty is only half the truth has been told, which has too often been successfully misconstrued into maladministration by parties whose interest is to discredit the civic financial standing of this country. Be that as it may, the Journal is prepared to do its part to counteract any baneful influences, and it is up to the secretary-treasurers and clerks to do their part by supplying all the information possible to this Journal.

PARTICULARS OF DEBENTURES.

Amount \$..... Rate of Interest.....
 Are debentures repayable at end of term?.....
 Are debentures repayable by instalments?.....
 If so, give the amount of each instalment, \$.....

Continued on page 185

Municipal Finance

BY JAMES MURRAY.

MUNICIPAL BONDS AS POPULAR INVESTMENTS.

Probably one of the most enlightening articles on the popularity of municipal bonds in the United States appeared in the April number of the "National Municipal Review." The writer, Howard F. Beebe, after tracing the financial situations and their effect on the sale of municipal securities from 1890 to the present time gives a comparative analysis between them and industrial securities, to show the permanent strength of the one and the fluctuating weakness of the other. He gives his own reasons for this, which while true of the Republic to the south of us—Mr. Beebe has had a large and long experience of the municipal bond market in the States—might also be applied to Canada, but in a lesser degree, for while American municipals have been bought principally by their own people, the bulk of Canadians have been sold outside the country. Mr. Beebe says:—

"In order to trace and appreciate the relative importance of these influences, it is necessary to retrospect to about 1890 which will carry one back to the early '90's. At this time the rapidly accumulating wealth of that character which seeks employment by investment in bonds was finding it increasingly difficult to secure a relatively attractive return on municipal obligations of the larger and better known communities, and even then was looking to bonds of the newer western and southwestern communities to obtain a satisfactory income return. Many investors whose natural disposition was to purchase municipal securities were turning to other channels, chiefly railroads and so-called public utility corporations, for the investment of their funds. However, with the first signs of business depression and decreasing earnings on the part of the railroads, attention again was centered upon municipal bonds with the result that except during the acute stages of the depression municipal securities were much sought after and this resulted in a steady rise in their prices and correspondingly decreasing return on the investment until in the period between 1900 and 1902 they had attained such a high level that a great many investors again turned their attention to other forms of security. The rapidly increasing deposits of savings banks throughout the eastern portion of the United States and the restricted fields in which these deposits might be legally invested contributed largely to the high level of prices attained by municipal bonds during this period. Although the 1907 panic was of comparatively short duration, its aftermath brought about a heavy demand for municipal bonds and it was only a very short time after conditions had readjusted themselves when they reached a level of prices fully as high as had prevailed prior to this great financial disturbance.

These brief references to what actually happened to the price level of municipal bonds lead one to the conclusion that the present demand is largely attributable to the disposition on the part of investors of all classes, both institutional and private, to turn under unusual and disturbed conditions to that form of investment which is freest from possibility of loss and to that end be willing to accept a smaller return than would satisfy them under normal conditions."

Converting Municipals Into Cash.

Again referring to the question of converting municipal bonds into cash, the following should give complete confidence to those, particularly in Canada, who are afraid to invest in municipal securities, because of the danger of not being able to re-sell them should the occasion arise.

"Of prime importance to many investors in bonds of all classes is their ready convertibility into cash or their use as collateral in borrowing large sums of money. Municipal issues as a rule have been quickly placed in the hands of permanent holders and therefore few have been listed or at all actively dealt in when listed, on the important exchanges. This resulted in a false belief that a ready market could not be found without undue sacrifice in times of financial stringency. This belief was heightened by the practice of some municipalities selling their bonds to local investors without having the legal proceedings in connection therewith passed upon by competent and well known legal advisers and who took no thought of the possible necessity of re-selling. When such bonds

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seek a market those banking houses who would buy them are restrained by two important considerations: first, the fear that through some serious legal mistake by the city's counsel, which is usually composed of attorneys appointed more for political reasons than for legal ability, the bonds have not been legally issued; and secondly, because responsible bankers do not feel justified in asking their clientele to buy bonds which they in turn would find difficult to re-market.

The experience of our own house over a long period of years covering a number of serious financial disturbances is that a block of municipal bonds, issued by either a large or small municipality, which had been originally purchased by well known and reputable bankers, can be marketed at a satisfactory price under conditions which make it impossible to sell any other form of security except at a great sacrifice. In fact, clients of ours desiring to raise money during the 1907 panic found it more profitable in a large majority of cases to sell municipal bonds than other securities. During the period of great uncertainty following the opening of the present conflict in Europe, municipal bonds were the first class of security to recover their market equilibrium, and the demand for them continues unabated with the natural result of a steadily advancing market price. The recent protracted period during which the important stock exchanges were closed to trading served to impress upon many people that 'listing' does not necessarily mean ready marketability under any and all conditions."

Increased Expenditure Justified.

That increased expenditure in most municipalities is justified is shown in the following:—

"The rapid increase in the indebtedness of municipalities has been much commented upon of late. The alarm with which this tendency has been viewed by many students of municipal affairs is hardly justified by a careful study of all the conditions and facts involved.

"If the municipality of to-day did not afford more service of various kinds to its inhabitants and taxpayers, and they are one and the same whether they pay their money directly to the tax receiver or not, than the one of twenty or even five years ago, we would indeed have reason for concern. I venture to say that any reader of this article would find it hard to call to mind any city of size which has not greatly improved in recent years, and if he can it would be one in which he would prefer not to reside. This improved condition cannot be attained without the expenditure of money. Why then should we not measure the results of expenditures at the time of considering debts created in connection therewith? A perusal of the United States census reports will throw some very interesting light on this subject, particularly those figures dealing with the assets of the various cities. Suffice it to say that the figures set forth therein, particularly those dealing with the "realizable" and "unrealizable" assets, as they are termed, will tend to dispel the grave misgivings of those who have them. Should one care to carefully compile all the various services which his local government performs in his behalf and their cost to him if done by private his growing tax bills with less concern; and speaking of agencies and which twenty-five years ago were so attended to and paid for, I have no doubt he would view tax bills leads me to state that so long as they are the necessary accompaniments of public debts they will act as a powerful and efficient brake on the vehicle of municipal progress, whose motive power is supplied by money. If one has doubts of this, let him listen to the din now being raised by a multitude of taxpayers in New York City. Many of these same people a few years ago were loudest in their clamors for public improvements. To be sure, many were real estate holders and speculators who expected to dispose of their taxable property to others at advanced prices, and had not anticipated the paying of increased tax bills themselves. It should be borne in mind that many of the most expensive municipal improvements are or will be self supporting, and in numerous instances the debts in connection therewith are being amortized and will be eventually retired."

The War's Effect on Municipal Debentures.

In referring to the great war, Mr. Beebe goes on to say:—

"The war in Europe has played a definite part in municipal financing up to the present is certain. Whether it will bear with equal force later is not so certain, although it will no doubt continue to have some bearing on all forms of finances for many years to come. The disturbance caused by the declaration of war served to emphasize the decided and fundamental differences between se-

curities payable from taxes and those dependent upon the successful and profitable operation of privately owned enterprises. This has resulted in a widespread increase in the interest of the investing public in municipal bonds to the end that it is comparatively easy for municipalities to borrow on advantageous terms such funds as they need. Authorization of new loans has not appeared in any great quantity as yet, most of the financing being for the purpose of funding temporary obligations or of paying for work actually contracted for before August 1. . . . Corporate financing will suffer and be obliged to pay a higher rate for the money it must have. Thus in turn will the municipal buyer be attracted to other home securities he would buy, if the terms are sufficiently attractive, and it is likely that the municipalities will find it necessary to pay a correspondingly higher rate for their borrowing."

Not so Canada, for when the war is over she will be more fortunate for the reason that the British market, which is now closed against her, will be opened with all its vast accumulations of idle money, which must be invested at a profit to pay for the big war debt, and Canadian municipals have always been popular with the British investor. There is no doubt that many of the American houses, which will have blocks of Canadian securities at the end of the war, will take advantage of the British regard for Canadian offerings, to sell in England for a good profit. To students of municipal conditions in Canada, Mr. Beebe's article will appeal, as the reasons he gives why American municipals are popular—which, summed up in one sentence, means "good returns on safe security," apply with equal force to Canadian municipals, because of, to again quote Mr. Beebe:—

"A realization that can be marketed under unfavorable financial conditions as well or better than other forms of property.

"The enlightenment which has come in recent years on the fundamental weaknesses of all private or corporate securities as compared with the fundamental strength of securities payable by the taxing power.

"The relatively good income which may now be had from an investment in this class of security.

"The growing scope of municipal functions insures a steady supply of all grades of municipal bonds.

"The steadily improving laws governing the issuance and payment of public debts."

FINANCIAL MEN TO ASSIST CIVIC HEADS.

According to the London Advertiser "Mayor Stevenson proposes to make a radical change in conducting the financial policy of the city. He will arrange for the formation of a special advisory board of well known city financiers to assist the aldermen and controllers in devising ways and means of obtaining the best results to the city in the sale of all bond issues. More care and attention is being devoted to the city's financial department than ever before, and the present administration is determined that every nickel's worth of value that can accrue to the city through proper handling of bond issues will be secured.

The mayor will change the financial policy from a one-man management to that of careful management, with the advantage of every scrap of advice and suggestion that can be made by men well versed in financial matters; men who are the heads of financial institutions in this city, and who are, therefore, competent to judge and to advise as to the best means available.

This innovation on the part of London's civic authorities will be watched with interest, as it was in this city that last year the system of selling debentures by options instead of the ordinary tenders was adopted which does not seem to have worked out very well, if the lower prices secured for the city's bonds are any criterion.

CURBING OF MUNICIPAL BORROWINGS.

In the Ontario Legislature last month a bill—copy of which we published in last month's Journal—was introduced to limit the borrowing powers of cities with a population of 10,000 and over to \$200, per head, with a population of between 2,000 and 10,000 to \$100, per head, and with municipalities with less population to \$100 per head. The measure, which was allowed to pass to the Committee stage, was thrown out, evidently because the legislators had had no time to consult their constituencies. There is no doubt that when the bill is brought up again, it will receive better consideration for the reason that the borrowing powers of Canadian municipalities should be curbed, but until the municipalities themselves see the advantage no legislature dare pass such a measure.—A special article on this subject will appear next month.

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A GOOD FINANCIAL REPORT FROM ENGLAND.

Through the courtesy of Mr. E. T. Sampson, Secretary-Treasurer of Outremont, we have been privileged to examine the financial report of Blackpool, Eng., which is rightly considered a model set of accounts for municipal treasurers to follow. The compilation, which is in book form, takes up 300 pages with a complete index, and is well worth studying for its very completeness, though it is so simple in form as to make it easy reading for the average alderman or councillor. The compiler, Mr. W. Bateson, Borough Treasurer of Blackpool, is just about to publish a work on "Municipal Organization and Office Management," through Sir Isaac Pitman and Sons, Limited. We understand this book, on the preparation of which Mr. Bateson has given much time and thought, is likely to have a large sale because of the reputation of the author as a municipal man.

SOUTH AFRICA MUNICIPAL LOAN OVER SUBSCRIBED

The Port Elizabeth Municipal Loan has been over-subscribed. Applications were invited for the first time on 20th January for five per cent registered stock, local issue, in sums of £10 or multiples, repayment at par at any date after December 31st, 1925, upon six months' notice. Approximately two-thirds was taken up by Cape Town applicants. Port Elizabeth and district took up approximately £25,000, the remainder going to the Midlands, Transvaal and Natal. The loan was for the purposes of an electrical scheme.

VANCOUVER ESTIMATES.

Estimates amounting to \$375,776, for sinking fund and interest were presented by Supervising City Engineer Fellowes, as the 1915 financial requirements for the water works department, to a special meeting of the water committee of the Vancouver City Council, and there were few changes made in the amounts.

The most important recommendation which will go up to the estimates meeting of the city council is the reduction in the salaries item by \$2,000, this pointing to an impending change. It was decided that all foremen should be paid at the rate of 45c an hour, thus doing away with some existing differences.

The total expenditure last year was \$421,959.55, and in 1913 it was \$409,452.33.

Should there be any big outlay of an extraordinary character undertaken this year it will be done by way of capital expenditure, out of by-laws submitted to the people.

THE MUNICIPAL MANUAL, CITY OF WINNIPEG, 1914.

Compiled by M. Peterson, city clerk, upon which Mr. Peterson and the city of Winnipeg are to be congratulated. Assuming the accuracy of the booklet, its usefulness, attractiveness, compactness and arrangement of a very considerable body of interesting material is deserving of commendation. Moreover, there is an ample index to the more than 160 topics covered in the manual. The work is a good example of the printers' and bookmakers' art, good paper, about 150 well-printed pages, vest pocket size and bound in flexible green leather. Examples of the usefulness of the material presented are the following: Tables of the cost of local improvements such as sidewalks, pavements, etc., financial summary of the city's properties, assets, liabilities, etc., review of the situation respecting municipal ownership, presentation of the problems relative to the future water supply, historical material, statistical tables, etc.—National Municipal Review.

MUNICIPAL SINKING FUNDS.

We can imagine nothing more improper, and few things more illogical, than the project which one of our correspondents ascribes to a certain Canadian city, of employing the sinking fund in connection with its outstanding bond issues, or the purchase from itself of new and additional debentures. Such a project simply means the abolition of the sinking fund altogether. A sinking fund, so far as the investor is concerned, is simply an accumulation of money, or of securities which can with absolute certainty be turned into money when required, for the purpose of retiring the issue when due, or at least of retiring so much of it as to reduce or abolish the risk of any difficulty arising in the raising of funds for redemption at the last minute. The municipal debenture is a promise to pay at a certain date. If the municipality relies solely on its prospective ability to raise the necessary funds at the last minute, by selling a refunding issue of new debentures, it is compelling the lender to run a certain risk—for circumstances, the market, or the credit of the borrowing municipality may at that moment be such as to make a new issue impossible or ruinous.—"Financial Times."

UNIFORMITY IN MUNICIPAL CLASSIFICATION WANTED

By H. J. ROSS, L.I.A.

Uniformity is the feature I would plead for. — What is the assessed values as compared with the true value of properties. Before me is a series of figures covering say, fifteen cities — of this number six only claim to be assessed as true value — in one case Chicago appears as assessed at 25% of its true value and as a result you find the tax rate to be over 54% of assessed value, — Figured out the tax rate is proved to be 13-1-2% of true values. Alongside of this is New York, assessed at true value with a tax rate of 18% — quite a difference it is true, but what advantage has Chicago secured by such a mode of assesment. St. Louis, Mo. is given an assessment value of 60% of its true value and the tax rate thereon 23 1-2% of assessed value, but figured out again it is proved to be about 14% of true value — nearly the same as Chicago. Montreal assessed at 90% of true value appears as rated 15 p.c. for taxation but as a matter of fact 13½% is the rate on true values.

Toronto is assessed at 70% of true value — Buffalo and Detroit at 75 per cent—Pittsburg at 95 per cent. In the case of Toronto 19¼ per cent is given as the tax rate, but figured out again, it is proved to be 13½ per cent on true value—the same as Montreal.

Is it to be wondered that so little can be learned casually one from the other? That only after a study, and a careful study at that of the reports (and even then it is often necessary to write these cities for explanations to make sure of your ground) may one be justified in coming to a conclusion as to comparative conditions. This is deplorable and unnecessary — the administration of a city can easily work toward the undoing of this condition — not in a day or a year perhaps, by encouraging the thousands of capable earnest heads of departments, the men who after all do the work, in putting into affect the changes, gradual if you will, that will accomplish the desired end. Why should Chicago deem 25% of true values a proper assessment, when St. Louis makes it 60 p.c. and Winnipeg 90 p.c., New York 100% and Cleveland 100%! The only conclusion is that there must be fads even in assessing property.

How oft is a sewer, a drain — in intersection called something else — a permanent sidewalk referred to as a pavement by one town and the word pavement used by another town to designate its roadways.

The classification approved by the Union of Canadian Municipalities and published on several occasions by the Canadian Municipal Journal was accepted because of its simplicity and adaptability, having been proved and used in many cases to great advantage and this with but slight alteration in the general accounts already in use by any organized municipality. The accomplishment of all this, even to a practical degree would however be very materially advanced by the existence of some central point of reference — for simplicity's sake the existing provincial auditors' department could advise — for this is a matter within provincial authority only, no machinery existing in the Federal organization to handle such work. To the average municipality—those under say 25,000 population — such a department would be invaluable and would undoubtedly be freely made use of when the official felt a doubt as to the best way to treat a special expenditure, or Tax Roll, or in the thousand and one instances where disinterested and uniform advice, outside of local interests, would be welcome.

Well we know the zealous men led by our auditor general, who preside over the auditing departments of our provinces from the Atlantic to the Pacific. In conclusion, let me quote from the Metz fund handbook of Municipal accounting:—"As a means of insuring continuous conformity... it is a good plan to have the accounts audited once or twice a year... by an outside auditor... The experience of thousands of enterprises has so conclusively demonstrated the wisdom of such a procedure that the subject is no "longer deplorable".

This applies to all municipal work, be it of large cities or small places.

A BOND HOUSE CHANGE.

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TO AUDIT REGINA'S BOOKS.

The City Council of Regina, Alta., has decided to have an independent audit of the city's books, for the past six years up to December 31st, 1914. The contract price is \$8,750, and work will be started immediately.

REGINA NOT SUFFERING FROM FINANCIAL DEPRESSION.

That Regina in particular, and Saskatchewan in general, was suffering less from the financial depression than the greater part of the United States, particularly the Southern States, was the impression gained by His Honor Lieutenant-Governor Brown, while on a trip to attend the celebration of the centenary of peace in the city of New Orleans, Louisiana.

MUNICIPAL DEBENTURE BY-LAWS APPROVED.

Recent by-laws approved by Inspector of Municipalities, Mr. Robert Baird, are as follows:—

South Vancouver Local Improvement \$124,437.58 20 year 5.0 Debentures Certificated Jan 21, 1915.

South Vancouver Debentures numbered 1 to 125 issued under authority of Local Improvement Debenture By-Law No. 2.

The District of Oak Bay will shortly submit to rate-payers a by-law calling for authority to issue \$30,000 draining debentures having a currency of 20 years from March 1, 1915, bearing 5 1-2% interest. The 1914 assessment roll is \$11,171,625.00. — British Columbia Financial Times.

SUGGEST EXTENDING PERIOD IN WHICH TO RAISE SINKING FUND.

The main feature of the Saskatoon Commissioners' report to the Council recently was the presentation of reasons why the City should try to secure legislation at the coming session of the Legislature, whereby the term for raising the sinking fund to cover local improvements may be extended to a uniform twenty years in all cases, instead of from ten to twenty years as at present. The total reduction would probably amount to \$42,000 per annum.

GREATER WINNIPEG BONDS.

Messrs. Wood, Gundy and Company, and the Dominion Securities Corporation have purchased an issue of Greater Winnipeg water district 5 per cent five-year bonds, involving \$1,000,000. The securities are being offered to the public at 98 1/4, and will yield 5.40 per cent.

These bonds are direct obligation of the Greater Winnipeg Water District, which comprises the city of Winnipeg and its more important suburbs, with a total area of 91.67 square miles, and a combined population of 238,456, and are a direct charge on all the taxable land within the limits of the District, the assessed valuation being in excess of \$239,000,000. The taxes levied by the district rank equally with all taxes levied for regular municipal purposes, and are collected at the same time and in the same manner.

The bonds are additionally secured by the reservation of \$1,216,666 (£250,000) long term debentures, the proceeds from the sale of which must be held to retire this issue at maturity.

BRANTFORD DEBENTURES SOLD.

Township of Brantford \$24,408.00 debentures issued for local improvements constructed last year, have been sold to the Dominion Securities at a price which gives the township a premium of \$436 over and above the par value of the bonds.

Some nineteen tenders were received for these debentures, all being for high figures.

TENDERS.

Tenders will be received by the undersigned up to June 1st 1915 for the purchase of \$4,000 Municipal Debentures of the Town of Nanton, Alta, payable in twenty equal annual installments at 6% per annum. Debentures is dated September 1st 1914.

The lowest or any tender not necessary accepted.

MR. ROBERTSON,
Secy.-Treas.,
Nanton, Alta.

MUNICIPAL DEBT OF ALBERTA.

The municipal debenture debt of the province of Alberta, as shown by a report tabled in the provincial legislature, is as follows:—

Rural municipalities	\$ 71,500.00
Villages	112,938.91
Towns	3,527,793.03
Cities	37,950,140.59
Total of	\$41,662,372.53

CITY OF HAMILTON AND NEW DEBENTURE ISSUE.

A system whereby the city can dispose of \$250,000 worth of its debentures at par has been worked out and will be put into effect as soon as the debentures authorized by the Hamilton bill, passed by the legislature, have been issued.

The scheme is for the city to buy at par, with money from its debenture sinking fund, \$250,000 worth of debentures, paying the interest and principal into the sinking fund.

In this way two birds will be killed with one stone. The debentures will bring top price and the interest paid to the sinking fund on the debentures will add that much excess to it and put it in better position than ever before.

This system of financing is not only legal, but it is encouraged in some places, and especially at times when financiers are feeling nervous and not offering decent prices for municipal issues.

Hamilton has had one good offer for its debentures and gave a Toronto firm an option on a large quantity at the high price. The sinking fund purchase will care for those that are not purchased by the Toronto firm, and on the total the city will have received an average price that will be much higher than that received by any Canadian municipality this year.

The city has about \$400,000 on deposit in its sinking fund and is using as much as it can spare for this purpose.—Hamilton Spectator.

Mr. H. R. Wood, formerly associated with the Standard Securities, Limited, has been appointed manager of the bond department of Messrs. Bongard, Ryerson and Company, Toronto.

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BANK OF OTTAWA

Capital Paid-up	\$4,000,000
Reserve Fund	4,750,000
Total Assets, over	50,000,000

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REVIEW OF CIVIC IMPROVEMENT

Conducted by

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

THE STUDY OF GOOD CIVIC GOVERNMENT PRICE TO MUNICIPAL ELECTIONS.

We have frequently advocated in these pages the formation in Canada of an association which will bring the best thoughts of our civic students together for the good of the whole Dominion. As an instance of the value of such a society in the United States the following argument by the President of the National Municipal League of America may not be amiss. "Ceteris Paribus," its lessons might well be adopted in the Dominion.

"No one can doubt," says the Hon. William Dudley Foulke, president of the League, "that in the past a good part of the defects in our city governments have been due to the fact that we have made no comprehensive and systematic study of municipal conditions and municipal problems."

"In fixing the fundamental principles and forms of our city governments, we paid very little attention to the way cities were organized and the manner in which they performed their functions in other parts of the world. The shining examples of the German cities and of the English cities were largely unknown to us, one state knew little of what another state was doing in municipal legislation, and one city knew just as little of the administration of public affairs by other cities, not only in other parts of the country, but even in its own state. Thus the invaluable lessons of municipal experience and municipal history were mostly lost. When things went wrong, the handiest and most obvious remedy was sought, without inquiring whether that remedy had been applied in other places, and, if so, with what effect. In this way, city charters—and the constant and repeated amendments and re-amendments of these charters made at every session of the legislature—constituted grotesque pieces of patchwork, ill adapted to the needs of city government."

"The reason we have gone so far wrong on these matters is not only that we have not drawn sufficiently from municipal experience both at home and abroad, but also that we have not sufficiently considered the problems of municipal government as a whole, and in their relations, not only to state and national institutions on the one hand, but to the community to which they are applied, on the other hand.

The study required for these things involves an amount of research for which busy men, engaged in making or administering our city laws and ordinances have very little time. It is important not only that such research be made, but that its results be readily accessible to our lawmakers and administrators in convenient form. To make the investigations required and to collate the results of municipal experience, trained men are necessary—those who have made a careful study of the municipal problems they discuss. To co-ordinate these results and bring them into a consistent system, a discussion and comparison of the work of each specialist with that of others is a highly desirable and even necessary supplement to their researches."

The author then supplies his remedy: "It is this function which the National Municipal League seeks to perform. It is composed largely of specialists who have made a study of various features of city government and administration and who bring together and compare the results of their researches, both at the annual meetings of the League, and in the pages of the 'National Municipal Review.' As the League is composed of members from all parts of the United States, illustrations from many sections of our country can be thus secured. The association acts, not as a society for the propaganda of certain favorite ideas of its own; but rather as a clearing house to which the facts and principles bearing on municipal life are brought and where they are compared, classified, arranged and set forth in convenient form for use everywhere. Hence the National Municipal League does not ordinarily adopt a series of resolutions declaring in favor of certain systems or principles. Indeed it rarely expresses in an official form its approbation or disapproval of particular measures—it gives the facts and the arguments (if possible on both sides) sometimes setting forth the conclusions that necessarily follow from them and then lets the public decide what should be done."

There should be a similar school of civic experts for the Dominion of Canada for general municipal problems.

There should be such a school in every large Canadian municipality for local problems. The study of good Government should not be left to the period of a few months immediately preceding the Municipal elections. It should be consistently carried on. In the case of a Municipal Research organization definite conclusions should be arrived at and the public directed. The few must ever think for the many.

As an instance in point, what is Montreal doing in face of its own municipal problem?

A joint committee of Citizen Associations met just before the last civic elections. It formulated a substantial change in the charter—the reduction of the number of aldermen once instituting a series of publicity lectures and a campaign of educating, the movement has been allowed to drop, probably to be resurrected two months before the next elections. Yet the situation should be thought out now. change. Yet the move was a good one. It is rejected by the Legislature as premature. It was then the duty of its promoters to prove their faith by prolonging their wishes for reform. Instead of at once instituting a series of publicity lectures and a campaign of education, the movement has been allowed to drop, probably to be resurrected two months before the next elections. Yet the situation should be thought out now.

What is it? At present the system of the financial government by the Board of Control is not universally approved, the principal objections being discontent aldermen and their immediate adherents. The fault lies not in the system of the Board of Control, but in the manner of elections of the Mayor, the Controllers and the Aldermen. All being elected by people on a democratic basis of public favor; hence there is likelihood of temporary popularity, rather than special professional ability being the criterion in the elections of the controllers and the mayor, who is by his office at present chairman of this Board.

There are, therefore, several problems arising out of this which should be studied constantly long before the next elections, in order to prepare charter amendments which will be acceptable to the city at large.

There are several theories at present worthy of consideration, among them being: 1. The appointment by the Provincial Legislature of a Board of Control. (This will be against the principle of Civic Home Rule and is a partial recurrence to the obsolete system of Justices of the Peace appointed by the government after the conquest, and obtaining till the first erection of the municipality in 1831.)

2. The removal of the Board of Control and the institution of the Standing Committee in force before 1910. (This regime has been weighed in the balance and found wanting. It brought about the fall of the 23 aldermen named in Judge Cannon's Report.)

3. The constitution of one Chamber only—called a Board of Controllers, or aldermen, with or without a City Manager appointed by them.

4. The aldermen to be elected by the city at large or through five or six great main divisions, with the elections of controllers at large.

5. The election of the aldermen by this method with the substitution, for the Board of Control, of a permanent "Board of Works," with at least a fair proportion of professional men, such as engineers, who shall be appointed by the people for a long term of usefulness, so as to encourage the best men to devote a life's service to the city's employ.

6. The mayor to be still elected by the people at large but not to sit as Chairman of the Board of Control or Board of Works. These Boards to be elected only by the votes of those electors entered as "proprietors" in the voters list. Thus with property qualifications for controllers perhaps a more judicious choice could be made.

The election of aldermen to be as before, or by larger divisions (as No. 3).

The time for studying such schemes and others is not immediately before an election. For such purposes Civic Organizations for Good Government should be actively and constantly busy.

BUILDING IN WELLAND, ONT.

Building permits for month of Mar. this year	\$41,310.00
Building permits for month of Mar. last year	37,535.00
Total for year to end of above month is	44,580.00
Total for corresponding period last year	58,071.00

PAN AMERICAN ROAD CONGRESS.

At a meeting of the Executive Committee of the Pan-American Road Congress, held in New York, N.Y., April 16, it was definitely decided to hold the Congress at Oakland, Cal., during the week of September 13. This date was fixed upon, owing to the advantageous arrangements that could be made for halls for meeting places, and also because it was felt that this date would enable engineers who would attend the International Engineering Congress to attend the Pan-American Road Congress as well.

The members of the Committee reported good progress, and the outlook is most excellent for a great gathering of road builders. The programme will include speakers of national and international reputation as experts in the construction, repair and maintenance of highways.

Suggestions have been made—and it is believed will be carried out—that there be set aside by the Exposition authorities one day, during the week of the Congress, to be known as Pan-American Road Congress Day.

It is expected that this Congress will bring together those interested in highway improvement—not only from all parts of the United States and Canada, but also from the South American countries—all of which will be invited officially to participate in this Congress.

The Pan American Road Congress will be held under the joint auspices of the American Road Builders' Association and the American Highway Association. The plans will be made and carried out by an Executive Committee of five, of which Governor Gates of Vermont is Chairman.

A NEW INCINERATOR.

The Ideal Incinerator and Contracting Co., Ltd., of Toronto, has just completed a new garbage and refuse incinerator for the city of Berlin, Ont., from the firm's own designs. The plant differs from most other incinerators in Canada in many of its features and in next month's Journal will appear a detailed description of the plant with designs

CALGARY'S STREET RAILWAY.

In answer to some criticism of the city council of Calgary in reducing the charge for depreciation and thus transforming the street railway deficit into a surplus, Commissioner Graves sends a table showing the percentage of depreciation set aside on various items. This, he says, is provided for over and above operating expenses, sinking fund and interest and, he adds:

"It is our endeavor to maintain the equipment to a high state of efficiency at all times out of the operating expenses. It is true that we have reduced some items. At the same time, we have increased the percentage on sub-base, or in other words, concrete foundations for the track and roadway, and while the depreciation may not be as large as is now charged on some systems that are badly run down, I think, on investigation you will find that the percentage is equal to or above the average charge on street railway systems.

"The net surplus is small compared with former years, but this is more than counterbalanced by a surplus of \$77,857 in the electric light, and \$49,480 in the waterworks departments."

REPORT OF ALBERTA TELEPHONE DEPARTMENT.

The annual report of the Alberta Telephone Department shows a capital investment of \$8,552,087. The total number of exchanges in operation is 165 with a total of 27,514 subscribers, 18,192 on exchanges and 9,322 on the rural or farmer lines.

Owing to the war and consequent depression in business, the decrease in exchange subscribers is 862. The number of rural line subscribers, however, has increased 703 over the preceding year.

There are 16,112 miles of wire on long distance lines and 3,845 miles of pole line, while in the rural system there are 27,722 miles of wire and 8,345 miles of pole.

The gross revenue for the year was \$991,616.64, which is 12.10 per cent on the total investment. The cost of operation was \$343,843.33; maintenance \$174,458.47; extraordinary maintenance, \$11,416.92; interest, \$381,515.19; sinking fund, \$44,201; uncollectible and cleared, \$6,611.29. This leaves net earnings of \$29,570.34.

It will be noted that there is no depreciation allowed and that the capitalization is \$310.82 per telephone. The total reserve to date is about \$475,000 since the inception of the telephone system in 1907.

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TELEPHONE NEWS



OFFICIAL INFORMATION
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&c, &c, &c,

TELEPHONE CABLES

EUGENE F. PHILLIPS ELECTRICAL WORKS
LIMITED

MONTREAL, TORONTO, WINNIPEG,
CALGARY, VANCOUVER.



H.W.B.



(Continued from page 172)

Number of Instalments.....

Give denominations of bonds, \$.....

Are denominations already printed?.....

When can debentures be delivered?.....

Purpose of issue.....

Principal due; when.....

Interest due; when.....

Principal and interest payable at the office of.....

When do debentures begin to bear interest?.....

Are coupons attached for interest?.....

Can bonds be registered as to principal?.....

When do tenders close?.....

Who will award debentures?.....

When?..... Where?.....

Will your Municipality issue any more debentures within six months?.....

If so, give probable amount and date of issue.....

.....

.....

What is the debt limit of your Municipality?.....

How authorized?.....

PARTICULARS OF MUNICIPALITY.

Municipality.....			
Assessment for year.....19	\$.....		
Exemptions not included above.....	\$.....		
Total debenture debt, including Local Improvement debentures and not being offered for sale, \$.....			
	Debentures Outstanding	Sinking Fund	Net
Local Improvements Ratepayers' share only.....	\$.....	\$.....	\$.....
Waterworks.....	\$.....	\$.....	\$.....
Gas and Electric Light.....	\$.....	\$.....	\$.....
Enumerate all issues covering other public utilities and all guaranteed bonds.....	\$.....	\$.....	\$.....
	\$.....	\$.....	\$.....
	\$.....	\$.....	\$.....
All Debentures not included above.....	\$.....	\$.....	\$.....
TOTALS.....	\$.....	\$.....	\$.....

Has the Municipality guaranteed any bonds not included in the above statement?..... (Give amount,) \$.....

Total other liabilities including floating debt (give full particulars).....

Value Municipality's Assets, \$..... Population.....

Population 5 years ago..... Area of Municipality..... acres

Rate of taxation, General..... Schools.....

Current Revenue \$..... for last fiscal year

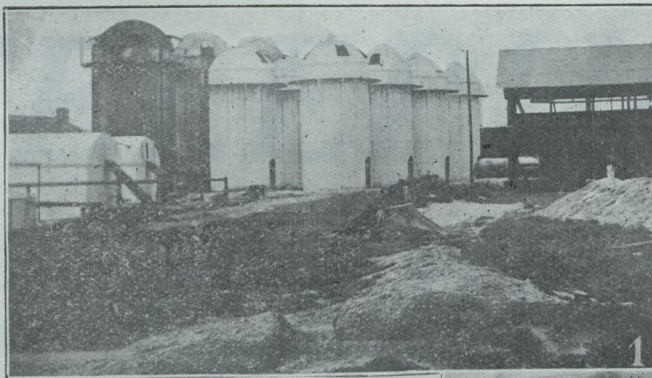
Current Expenditures \$..... for last fiscal year

In the last fiscal year ending..... did the Waterworks and Electric Light or other public utilities show a surplus or a deficit after paying running expenses as well as interest and principal charges on debentures? (give full particulars and amounts in each case)

I believe the above information to be correct.

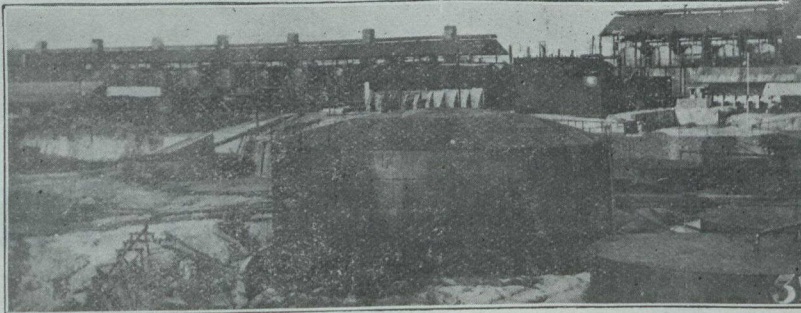
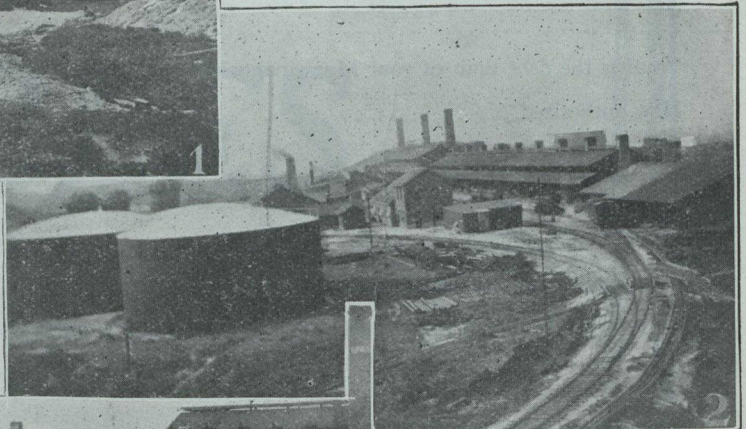
Date..... Clerk of.....

Fluxphalte



Views of the Refinery of the Mexican Eagle Oil Company, Limited.

Tanks, Stills and Refining Plant.



Asphalt, Fuel Oil, Road Oil, Flux, etc.

These illustrations show where "FLUXPHALTE" and our other products are pumped from wells and refined. These products will be brought to Canada in our own line of steamers to our storage tanks in Montreal. Lord Cowdry, who is so well known through vast interests in Mexico, is president of the Mexican Eagle Oil Company, Limited.

The Premier Road-Dressing and Binder--

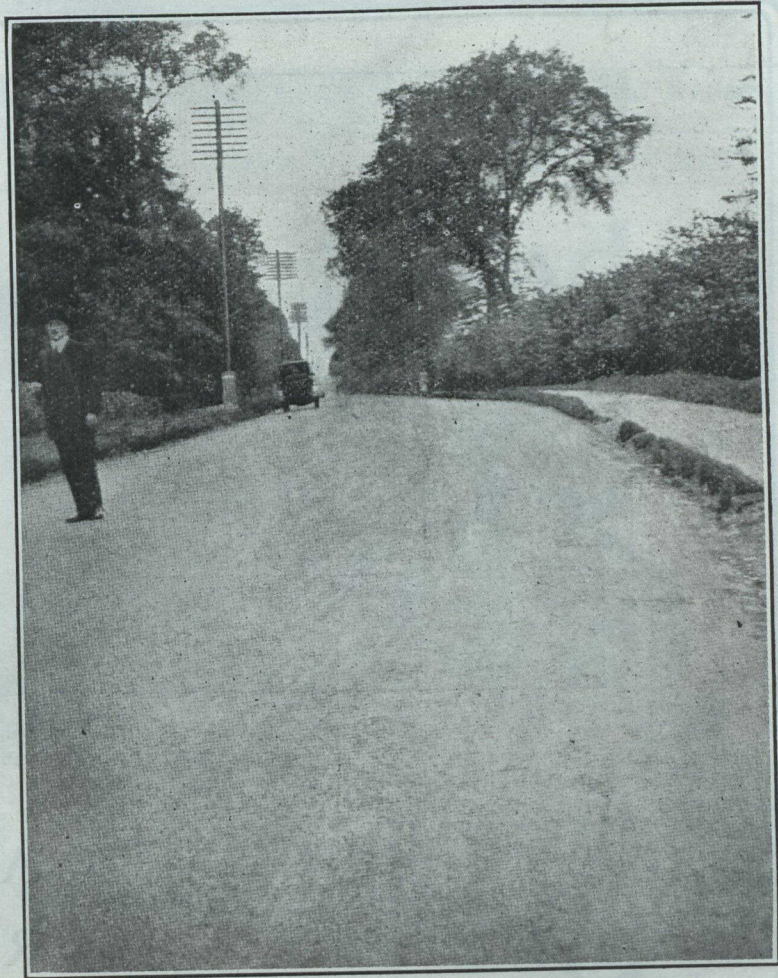
"FLUXPHALTE" is a heavy road oil containing 80% of solid pure bitumen combined with sufficient liquid to bring it to a proper consistency for road dressing. It is absolutely free from greasy oils.

This asphalt macadam binder which we are introducing into Canada has stood the test of time, and is offered to the municipalities of the Dominion with the highest recommendations of critical road engineers in Great Britain.

"FLUXPHALTE" is spread on roads by our special "Flapper" Machine which is highly efficient. This machine is loaned to municipalities using our product.

Our next shipment from Mexico will be delivered from our Steamer, the "San Hilano," to our new storage tanks at Montreal, about the 15th of May, which will be transhipped to tank cars for distribution to various points in Canada.

"FLUXPHALTE" is as easily applied as any binder, and gives far better results.



A Notable Example of an Ordinary Macadam Road Treated With "Fluxphalte."

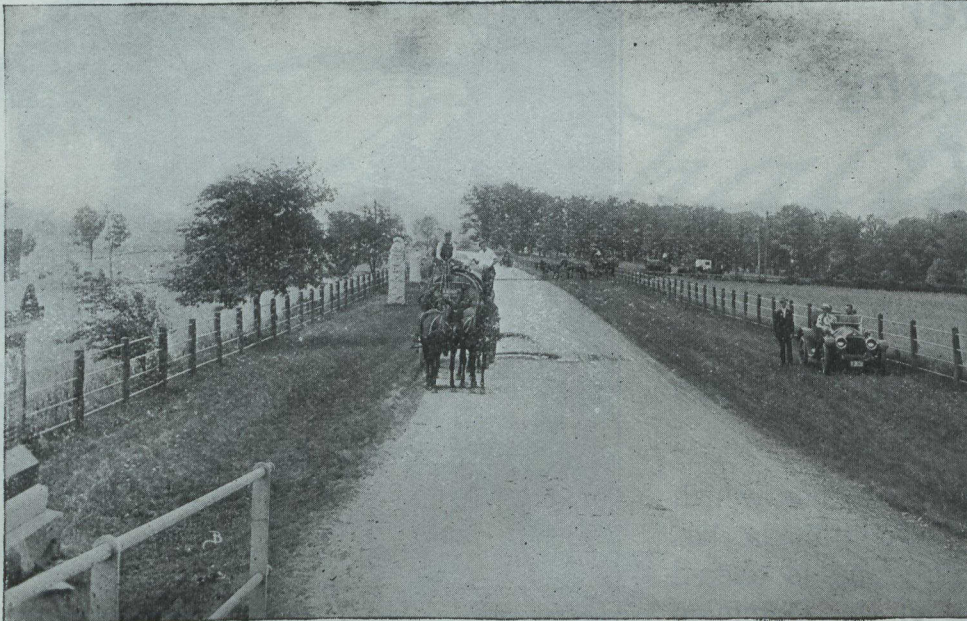
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