

SYDNEY

A

Preliminary and General
SOCIAL SURVEY

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SYDNEY

NOVA SCOTIA

THE REPORT

of a brief investigation of social conditions in the
city which indicate the need of an intensive
social survey, the lines of which are
herein suggested

MADE BY

THE BOARD OF TEMPERANCE AND MORAL REFORM OF THE
METHODIST CHURCH

AND

THE BOARD OF SOCIAL SERVICE AND EVANGELISM OF THE
PRESBYTERIAN CHURCH

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The cuts in this report are available as lantern slides, besides others dealing mainly with evil and unsanitary housing conditions in Sydney. Apply—The Presbyterian Lantern Slide Department, Confederation Life Building, Toronto.

SYDNEY

NOVA SCOTIA

A

INTRODUCTION

The city, like the individual, may be the builder of her own destiny. She has only to set up an ideal for herself, pass through a period of introspection and self-analysis to discover exactly her present state and the steps that must be taken that she may become the ideal city.

Until very recently, and it is true of the vast majority still, the great desideratum of our cities was bigness. They pressed on to this goal blindly, regardless of the waste of life and property and the other evils which attended such a mad career. These evils have become sufficiently great to give pause to some cities in America. Such a close student of American life as ex-Ambassador James Bryce has said that the large city is an abnormality and some of the crowded centres of population are beginning to question if the cost of being big is not too great. A few have found a new ideal—that of being better places in which to live.

Out of this civic self-analysis the social survey has grown. It is, therefore, not a muck-raking project, neither is it investigation merely for investigation's sake. It is rather the method by which the community seeks to learn the social facts of its life so that it may intelligently plan the next steps in social advance.

This movement on the part of cities to know themselves was instituted in London by Charles Booth, a wealthy shipowner. His work, which occupied the last twenty years of the last century, and cost a quarter-million dollars, was largely the inspiration and the basis for the widespread movement for civic betterment which has since possessed old London. Next the City of York was studied by Seebohm Rowntree, and the social workers of the Old Land were placed in possession of the significant social facts concerning a large and a small city.

In the New York Tenement House investigation at the beginning of the century, Robert W. de Forest and Lawrence Veiller made a diagnosis of the tenement house problem of the American metropolis, and furnished a body of data which gave New York her present Tenement House Law and started a housing reform movement in almost every state in the Union.

In September, 1907, was begun the now famous Pittsburg Survey, the first reports appearing early in 1909. The main subjects of study were: the racial make-up of the wage-earning population, hours, wages, labor control in the steel industry, child labor, industrial education, women in industry, the cost of living, and industrial accidents. This work gave a strong impetus to the survey idea, and there are now different bureaus in the United States which are kept busy in making social surveys of urban and rural communities. Even from cities in India and Japan inquiries have come as to what the social survey may mean for them.

Canada stands to gain much from the survey idea. Our cities are young, and if they set about to know themselves in their youth, even if that does involve facing some unpleasant facts, they will be able to build a future far more grand than anything that will come if they remain in complacency. The same is true of our rural communities. We cannot afford not to study the social significance of the rapid growth of industrialism, the vast influx of immigrants, rural depopulation, and the new mobility of labor and of industry that have come upon us. Indeed, it is likely that in time we shall be so impressed with the necessity of social investigation that each large city will have its bureau of social research making that continuous study which is the only basis for intelligent action for civic betterment.

In this preliminary examination of the city of Sydney, the aim was to discover the lines of investigation which would prove most profitable in an intensive study, and to suggest the scope of such a survey. The field work, which occupied four weeks in July and August, 1913, was done by Mr. Bryce M. Stewart, who also compiled this report.

B

THE SURVEY

I.—COMMUNITY ASSETS.

Sydney, the capital of Cape Breton County, Nova Scotia, was incorporated as a city in 1904, and is rapidly coming into prominence as a seaport and industrial centre. The fine harbor, navigable for steamers for nine miles from the protecting bar, and the large and well-equipped coal shipping piers, will make it an important port of call and bunker station for trans-Atlantic steamers, while the presence within the city limits of the largest iron and steel industry in Canada, with its subsidiary plants, has given Sydney first place in at least one field of Canadian industrial life.

The city has one-fourth of the population of the county, and a large proportion of the remainder is within easy reach, thus placing it in a favorable position for the importation and distribution of supplies. The County of Cape Breton is famous as a coal field, there being over thirty collieries in operation within fifteen miles of the city. It is estimated that the number of industrial employees in the county approaches 20,000, with an annual pay sheet of about \$18,000,000.

The shores of Cape Breton are noted fishing grounds, yielding at present about \$1,000,000 worth of fish annually.

For the population engaged in these various occupations Sydney is the centre of supplies, there being nineteen wholesale houses in the city with an annual turnover of \$5,000,000. These are the forces which have made it the third city in size in the maritime provinces. In 1899 the population was estimated to be 3,200, the Dominion census of 1901 gave it as 9,909, and that of 1911 as 17,723. According to the police census taken in July, 1913, the population is now 20,892. The figures in detail are as follows:—

	Male.	Female.	Total.
Ward I.....	1,405	1,321	2,726
“ II.....	1,031	888	1,919
“ III.....	1,920	1,986	3,906
“ IV.....	2,114	2,162	4,276
“ V.....	4,538	3,527	8,065
	<hr/>	<hr/>	<hr/>
	11,008	9,884	20,892

The area of the city is 5.83 square miles. There are 48.3 miles of accepted streets, 4.19 miles of alleys, and 20 miles of unaccepted streets. Nearly 10 miles of streets are macadamized, and about six miles of concrete sidewalk have been laid.

Electric lighting is supplied by contract with a private company, which also sells electric power to local consumers. This concern, the Cape Breton Electric Co., Ltd., owns the tram lines, operating eight miles of track in the city, and an interurban line twenty miles long, connecting Sydney with Glace Bay, Dominion and Reserve. A regular ferry service is maintained to North Sydney, another port of entry on the harbor.

There is one park of twenty-six acres leased by the Department of Militia to trustees for the use of the citizens. It will become a more important social asset as the city grows and some effort is made to improve it.

But after all, the most important asset is the people, and there are many who hold that a city stands to gain much for the building of its social life from a cosmopolitan population such as is found in Sydney. The Russians, the Hungarians, the Italians, will contribute much to any city that seeks to give them the best it has.

Other social assets are the churches—3 Anglican, 2 Roman Catholic, 2 Methodist, 4 Presbyterian, 2 Baptist, 1 Jewish, 1 Greek Catholic, 1 Polish Catholic, 1 Assyrian Catholic, Salvation Army; the schools—9 common schools, a high school and school of science; such organizations as

the Ministerial Association, the Board of Trade, the Local Council of Women, and the Victorian Order of Nurses.

A careful study of the social assets of the city would involve a house-to-house canvass and other efforts to secure light on the following matters.

- (a) Population—classification according to age, sex and national groups.
- (b) Length of residence.
- (c) Literacy.
- (d) A brief history of the city.
- (e) The outlook for further growth and expansion.

II.—EDUCATION.

The present is an opportune time for a study of the educational work of Sydney. A large population is coming to the city, many of the newcomers being non-English speaking immigrants, and the problem of planning the school system so that it will be an efficient factor in eliminating the illiteracy of the foreigner and in bringing about his Canadianization is an important one. Some cities have decided that there is no reason why the school plant should not pay larger dividends by serving longer than the regular five or six hours a day, five days in the week. They have therefore thrown the buildings open in the evenings for night classes where the immigrant may learn English. The schools are also being used as social centres, where wholesome indoor recreation is provided under proper supervision. School boards now frequently plan for series of lectures and entertainment in the schools, so that young and old have come to look to the school plant for both pleasure and profit. These measures are of special importance to the immigrant, so frequently illiterate, handicapped by ignorance of our customs and saddened by lonesomeness and the utter lack of home life.

Medical and dental inspection should have careful attention. There has been some effort in this direction, as the last report of the City Medical Officer states that 896 pupils were examined, and 144 were found either with defective sight, nose and throat trouble, or defective hearing. It might be possible, and certainly advisable, to place this work on a more thorough and systematic basis by making examinations more frequently and by the appointment of a school nurse. As far as can be learned there is no truant class and no special classes for defectives or tubercular children.

There should also be a city library, providing a reading room for children and a social room where the immigrant would find papers and books in his own language. Branches could be established with profit in schools and shops, reading clubs for boys and girls might be organized, and an active publicity work carried on so as to encourage the use of the library.

An investigation on which such a programme might be based would take account of the following:—

- (a) Regularity of attendance at school.
- (b) Ages at which children leave school.
- (c) Causes for children leaving school.
- (d) Occupations into which children are going.
- (e) Exceptional children.
- (f) Provision for truants.
- (g) Medical and dental inspection.
- (h) Physical equipment of schools.
- (i) Night schools and their use.
- (j) Manual training and domestic science.
- (k) Social use of the schools.
- (l) Libraries of the city, numbers, classes and the areas which they influence.

III.—PUBLIC HEALTH AND SANITATION.

The social survey furnishes a basis for the betterment of the health of the community in the light it throws upon the environmental conditions of the people's life. If these are good and there is still an excess of disease, it is evident that the causes lie in the manner of life of the citizens or in their lack of robustness, in which case the task is one of educating the individual citizen rather than community action for the provision of a healthful environment. In Sydney much can be done to prevent disease by the elimination of the unsanitary conditions and the ignorance on which it thrives.

The average death rate for the towns of the province during the year ending September 30th, 1912, was 16.1. In Halifax it was 18.1, Sydney 17.2, North Sydney 16.8, Glace Bay 12.9. But it is for the prevention of the deaths of children that Sydney must take immediate action. The City Medical Officer reports that in 1912 there were recorded 358 deaths, of which 181, or over half, were those of children under five years of age. The following comparison is based on the report of the Deputy Registrar-General of the Province for the year ending September 30th, 1912:—

City.	Total No. of deaths.	Number under 5.	Per cent. of Total.
Halifax	843	272	32
Sydney	303	149	49

In Sydney half the deaths are those of children under five years, while in Halifax, a city more than twice as large, the number is less than one-third of the total, and yet in Halifax milk inspection has been instituted, pure milk stations have been established, and a child welfare exhibition is being considered, while Sydney remains inert.

WATER SUPPLY.

The water works system is owned by the city. Water was first introduced in 1892, the supply being taken from a storage reservoir formed by constructing a dam across the valley of Sullivan's Brook, one mile south of the town. This reservoir, which contained five and a half million gallons, was enlarged to a capacity of eight million gallons in 1900.

In 1902 a new storage reservoir was formed in the same way further up the brook two and a quarter miles south of the town. It has a capacity of two hundred million gallons. The mode of supply is by gravity from this reservoir.

In 1908 and in 1912 the city experienced a great scarcity in the supply of water. The large reservoir had to be shut off for a while in 1912, and the small one did not have sufficient elevation to supply parts of Wards Three, Four and Five. Residents in these districts were supplied by watering carts. Since then the supply has been increased by the diversion of several brooks. Up to December, 1912, the cost of water service was \$424,022.

Unfortunately some houses are being erected in the city, particularly in Ward Five, without water connections. Attention is called to this fact in the last report of the Sanitary Inspector. At the end of the year 1912 there was a total of 2,351 water services in use in the city, but according to the Dominion census of 1911 there were 2,764 dwellings in Sydney and 3,073 families, and the population has greatly increased since that time.

During the past six years water connections have been made as follows:—

	1907	1908	1909	1910	1911	1912
Water connections	71	45	93	132	124	191

SEWAGE DISPOSAL.

There are 21.64 miles of sewers, with outlets at various points on the harbor. The cost of the system to December, 1912, was \$222,390.

The health of the city is menaced because so many of the houses are without sewer connection, and dwellings are still being built without this precaution. In his report for 1912 the Sanitary Inspector regrets that "a large number of buildings erected in Ward Five during the past year are not connected with the sewerage system." The City Medical Officer, in his report for the same year, leaves it to be inferred that the city is suffering from lack of sewer connections by the following statement: "Of the 44 cases of typhoid fever, 18 occurred in or could be traced to three houses, 10 in houses without sewer connection." The complaints of some of the residents of Ward Five concerning the location of privies near their houses and lack of care for them, were pitiful in the extreme, and some of the conditions observed were quite beyond description.

Some would think the city's high infant death rate due almost entirely to lack of care for their children on the part of the immigrant mothers. No doubt this is an important cause, but the provincial authorities evidently consider the absence of sanitary precautions equally important. The last report of the Deputy Registrar-General, in referring to cholera infantum in the province, states: "The gratifying decline shows that our municipalities are awakening to the necessity for stricter sanitary precautions." Sewer connections made during the last six years are as follows:—

	1907	1908	1909	1910	1911	1912
Sewer connections	72	60	96	209	157	158

One is struck by the fact that in 1912, building permits were granted for 226 buildings, of which 204 were dwellings, and yet only 158 sewer connections were made. Evidently the evil of the outside closet is not being rapidly eliminated.

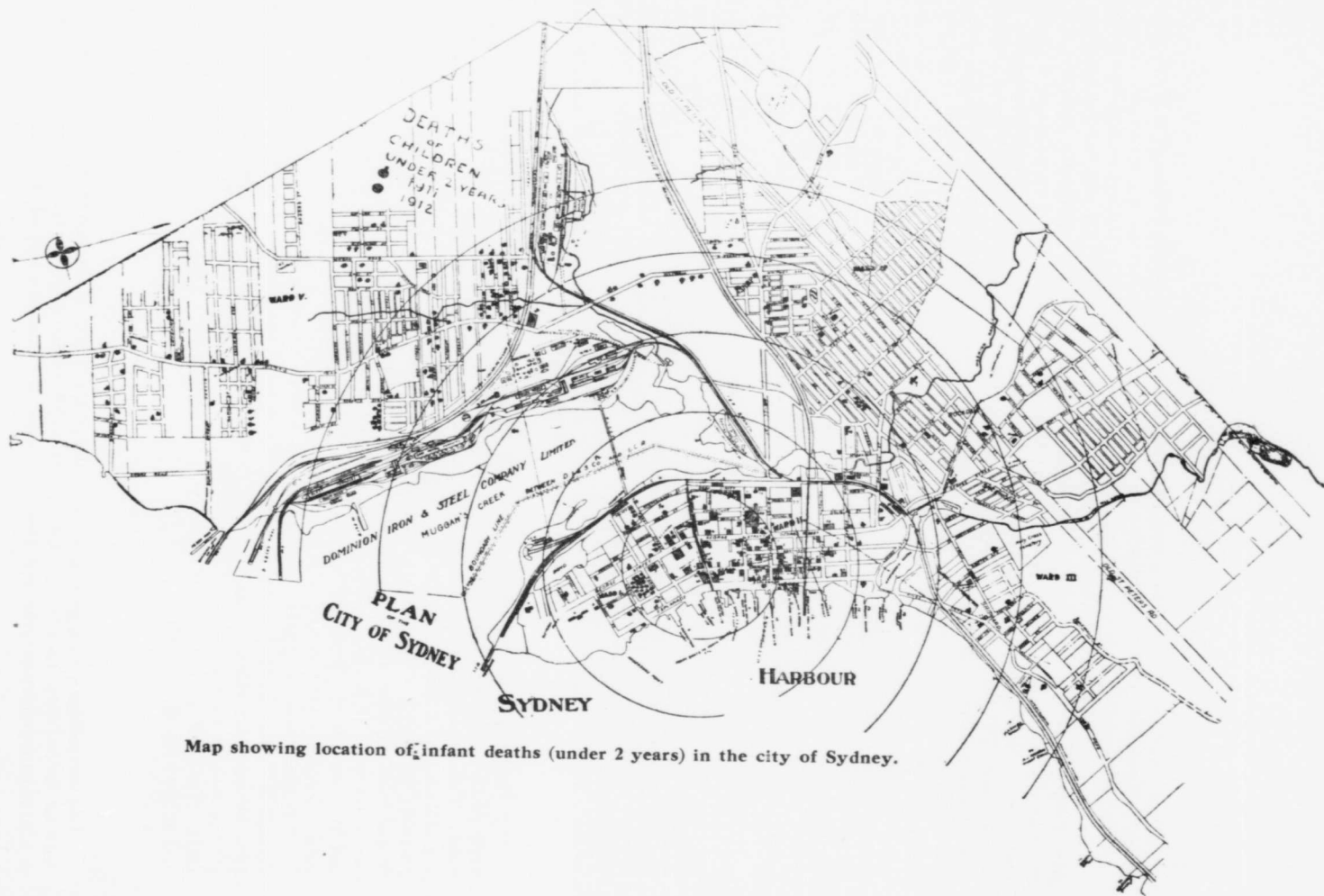
REFUSE DISPOSAL.

The condition of some of the yards in Ward Five, in the tenement area on Ferry Street and in other portions of the city, are sufficient to show that the garbage removal system is most inadequate. There is urgent need for a system by which garbage will be removed from every part of the city at least once a week. The condition of many parts of Ward Five are partly explained by the following statement of the sanitary inspector: "I beg again to say that the necessity of a dumping ground in Ward Five is absolutely urgent, as there is no place in that part of the city where garbage can be deposited or placed." However, the dumping of garbage should not be permitted. In the last May number of "Conservation," published by the Commission of Conservation of Canada, some information on this subject is given:—

"Burning or burying is the most desirable method of disposing of ashes, rubbish, manure and garbage in cities. Of these, burning is the most sanitary, and no other means should be used in cities having a population of, say, 20,000, or more. . . . To simply dump garbage in an unrestricted manner on some vacant lot should be classed as a criminal offence and punished accordingly. The practice of burying refuse, where it is carefully carried out, is usually found to be cheap and at the same time effective."

SANITARY INSPECTION.

One sanitary inspector, giving, we are informed, only part of his time to the work, cannot perform all the sanitary inspection work for a city of 20,000 and more, especially Sydney, where there is a large immigrant population with lower standards of cleanliness, and where there are so many



Map showing location of infant deaths (under 2 years) in the city of Sydney.

houses without sewer connection. Such a situation as exists in the Steel Company's block on Roberts Street demands constant watchfulness. Here were found about 330 Poles and Russians in 19 houses. One house sheltered 34 persons, another 29. The block is located on the side of a hill, and instead of inside toilets there are about forty outhouses. The conditions which prevail at times make the block a menace to the health of the city. People in the houses at the bottom of the hill complained that when a rain came and the surface water ran down through the block in their direction, their houses were almost untenable. A small part-time health staff can accomplish little in the midst of such conditions.

TUBERCULOSIS.

Sydney, with .036 of the population of Nova Scotia, had .037 of the deaths from tuberculosis in the province in 1912. Most Canadian cities have more deaths from tuberculosis than are reported, and this may hold true for Sydney. This disease thrives in the tenement where light and fresh air are at a premium. A tuberculosis map shows that not a few have died from tuberculosis in Sydney's jumbled tenement district on Ferry Street. The need is at once apparent for a tenement house law that will regulate the building of tenements so that there will be plenty of light and air, good plumbing and no crowding of houses upon lots or of people into houses.

SYDNEY'S INFANT MORTALITY.*

I.

What hope of life has the average child born in Sydney? What is the outlook for the child's living to manhood or womanhood and having a share in the building up of Sydney and of Canada? The following figures in some measure furnish an answer to these questions:—

	1910	1911	1912
Total deaths in Sydney	327	343	360
Deaths of children under two years	142	112	133
Percentage of infant deaths	43.4	32.6	36.6

Taking an average for the three year period nearly 38 per cent. of all deaths occurring in the city are those of children who have not reached their second birthday. Indeed the greater number of these children live only a few months. If we were to take into consideration others who die before they are five years of age there would be a marked increase in this percentage. Further, we have only to consider the number of births in Sydney to ascertain what proportion of our infant life reaches even the age of two years:—

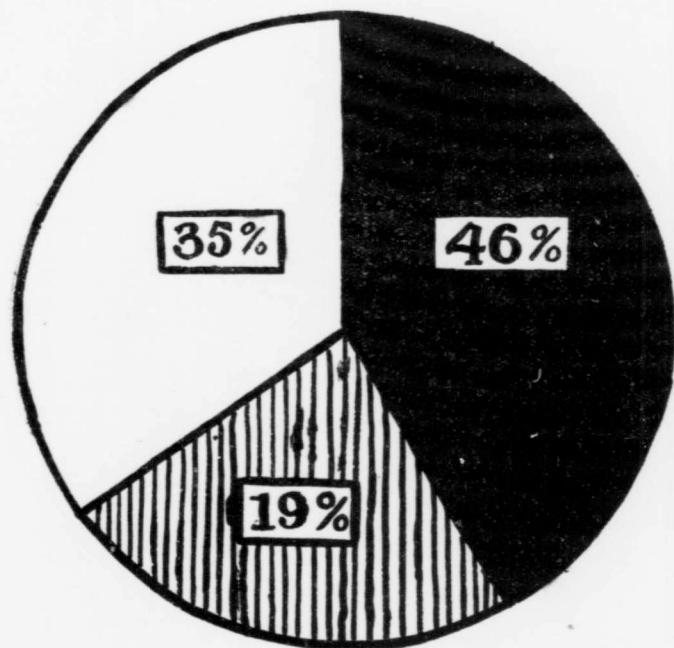
	1910	1911	1912
Births in Sydney	605	606	694
Deaths of children under two years	142	112	133

These statistics show us that every fifth child born in this city dies before it is two years old. (No account is taken of the 87 still-births in three years.)

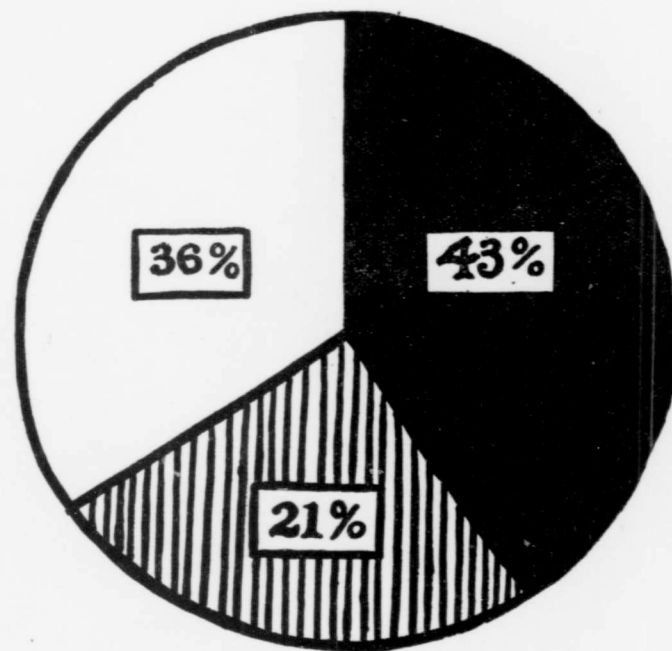
Surely this is an appalling toll! Reference to the map will show what sections of the city suffer most in this respect, and where the dots are thickest let the reader remember the conditions which bear there upon child life. It will be noticed that in the institutions which care for children many of the little ones die. This is to be expected. In most cities the institutional child death rate




*These articles appeared in the Sydney Record during one period of the Survey.

1911



1912



-  Deaths under two years from stomach and intestinal diseases.
-  Deaths under two years from bronchitis and related diseases.
-  Deaths under two years from all other causes.

is high since so many of the children are without a mother's care. More can be saved, however, if the necessary care is taken.

There is encouragement in the knowledge that conditions are largely responsible for our infant mortality, for by improving these we can save many a little life, eliminate so much of suffering and build up our civic and national life with the Canadian born. Not a few cities with as high an infant death rate as Sydney have accomplished this.

II.

We have previously stated that every fifth child born in Sydney dies before its second birthday; that an average of 129 annually, or 38 per cent. of all deaths in the city, are those of children of this tender age. The infant mortality chart accompanying the article indicated what sections of the city contributed most to this waste of infant life. It is a waste, for it can be prevented.

What diseases rob our city of so many children? Below we give for the years 1911 and 1912 the total number of infant deaths (under two years) and the percentage of that number for which certain diseases are responsible

Cause of Death.	No. of Deaths.		Total. Infant Deaths.		Per Cent of Total.	
	1911	1912	1911	1912	1911	1912
Pneumonia, Bronchitis and Related Diseases	51	57	112	133	46	43
Stomach and Intestinal Diseases	21	28	..	..	19	21
Other causes	40	48	..	..	35	36

From this table it is evident that on an average about 45 per cent. of the deaths in the city are due to diarrhoea and enteritis and affections of the stomach, and that 20 per cent. are caused by such diseases as pneumonia and bronchitis.

It is a well known fact that these digestive diseases of infants are for the most part preventable. They are largely due to impure milk or other improper feeding. To a lesser degree, pneumonia and bronchitis may also be prevented. Care alone is needed. In the one case there must be care for the child's diet, especially in the hot months, and to meet the other danger he must be guarded from cold and changeable weather during the rest of the year.

Just think what this means! Sydney could save seventy children from death annually if care were only exercised. Within the past few years New York has cut its infant death rate in half; several Canadian cities have begun the work and already greatly reduced their infant mortality. Why should not Sydney?

III.

We have shown in previous articles that on an average every fifth child born in Sydney dies before it reaches the age of two years. We asserted that this waste of infant life is in great measure preventable, since 45 per cent. of these deaths are due to digestive troubles and 20 per cent. to such diseases as pneumonia and bronchitis. That is, 65 per cent. of the 135 deaths of children under two years are due to diseases which are mainly the result of improper feeding and other lack of care.

Approximately half these deaths occur in Ward Five. The principal causes are improper care by immigrant mothers, the poor housing conditions, and the lack of sanitary precautions.

Some one will say, as has been said to us, that the children in Ward Five are as healthy as any others. We are told that as many children are born in Ward Five as in all the rest of the city, and that we are not to wonder, therefore, that this ward has half the infant deaths. The argument is that conditions are not at all responsible.

To meet this contention we have made a careful study of the city's vital statistics for 1912. The following table gives the ratio of infant deaths (under two years) to the births in each ward:—

Ward One	1 death for every 5 births.
Ward Two	1 death for every 6 births.
Ward Three	1 death for every 13 births.
Ward Four	1 death for every 11 births.
Ward Five	1 death for every 4 births.

Ward One, Two, and particularly Five, must have our attention.

Knowing now what portions of the city demand most of our child-saving efforts, it would surely be an advantage to know in what periods of the year we shall have to strive hardest. The chart shows the number of infant deaths each month for the last three years. It will be noticed that in August, 1910, death claimed 26 children, and in August, 1911, the number was increased to 28. In the summer of 1912 the weather was more changeable, and though the loss of infant life was just as great, it was spread over a larger period. Now we know *where* and *when* our efforts to save the children must be chiefly exercised. The next question is, *how?*

Perhaps most could be accomplished if a combination of Babies' Dispensary and Pure Milk Station were established in Ward Five. Here a nurse would be stationed. The dispensing of certified milk at the same price as the ordinary quality would bring the immigrant mothers to the station daily, and, indeed, it has been the experience of medical social workers that native born mothers are glad to ask advice at the dispensary. In some cities the doctors take turns in being present for an hour two or three times a week. At the first visit the child is weighed and examined by the doctor, a diet slip given the mother, and a record of the examination taken. The mother is induced to bring the child weekly, and on each occasion the nurse weighs it, gives any necessary directions as to diet or other care, has the doctor come, if necessary, and makes the record. By this system the nurse knows the past and present health of every baby in the district. She knows those she must visit and is able to grapple with the disease at its very beginning, instead of waiting until she is called in, when the child is very ill, as is now the case. She visits the homes and learns the conditions there, and with the co-operation of the city health authorities is often able to better the conditions which surround the child at home.

It does not cost much to establish such a system and it means lives saved. On the basis of the success of this plan in other cities, Sydney could save perhaps seventy baby lives annually. But even if it were fifty or twenty or ten, would it not pay? The cost per child saved would be small—the funerals would cost much more.

Then, too, there should be a municipal system for the frequent collection of garbage as the first step in surrounding a large proportion of the city's children with more healthful home conditions.

Work of this kind has been undertaken in different Canadian cities, Halifax being the latest. There, the Local Council of Women, with the co-operation of the Victorian Order of Nurses and the financial aid of the city, has begun the establishment of a pure milk depot with the aim of reducing the number of infant lives yearly wasted. Will Sydney try?

Further investigation would include:—

- (a) A study of the causes of death.
- (b) Plans for a broader work for the Health Department.
- (c) Investigation of the milk supply.
- (d) Examination of the water supply.
- (e) Investigation of the efficiency of refuse disposal and street cleaning.
- (f) A study of the hospital situation and visiting nursing.
- (g) Investigation of questions of industrial hygiene.
- (h) A plan of campaign for infant hygiene.
- (i) A study of the causes of tuberculosis, the city's facilities for dealing with it, and the next

steps in anti-tuberculosis work.

IV. HOUSING.

In an address at the meeting of the Nova Scotia Union of Municipalities, held at Kentville, August 20th, 1910, Dr. A. P. Reid, the Provincial Health Officer, spoke of the need of greater attention to housing conditions as follows:—

“There is much that can be done for betterment in this direction, and the first requirement is an individual enlightenment through the public school—lectures, and distributed literature, but since there is an all too prevalent hebetude or *laissez faire* feeling—success is only possible by having an industrious and intelligent municipal inspector, whose sole duty should be to personally visit every house, office, shop, etc., in his district—give the needed instructions, and to report at least quarterly to the head of his department. In this way a definite and correct knowledge would be available to the municipal authorities, who could intelligently and efficiently direct the means which would remove the defects.”

One of the first steps towards improvement is the provision of a sufficient number of houses so that there may be no excuse for overcrowding. Houses for the workers are too few in Sydney. In 1909 the Dominion Iron and Steel Company owned 142 houses more or less. On March 1st of that year there were 393 applications on file for these houses. There has been a considerable amount of building since that time, but the population has also increased rapidly, so that the scarcity of houses seems as great as ever.

HOUSING THE IMMIGRANT.*

In the city of Sydney, Nova Scotia, one finds around the steel plant and coke ovens of the Dominion Iron and Steel Corporation a cosmopolitan group. Austrians, Russians, Poles, Italians, colored men from the Barbadoes, Newfoundlanders and native Cape Bretoners toil about Bessemer blast furnace, coke ovens and in rod and rail mill. Others work in the mines, man the coal trains, and coal the steamers. The Company has provided different classes of houses for officials, skilled workmen and laborers, but a large number, especially of the latter, have to find shelter for themselves. Below we give certain data gathered in two blocks in the Coke Ovens district. We have classified the people in the block enclosed by Tupper Street, Lingan Road, Laurier and a side street as follows:

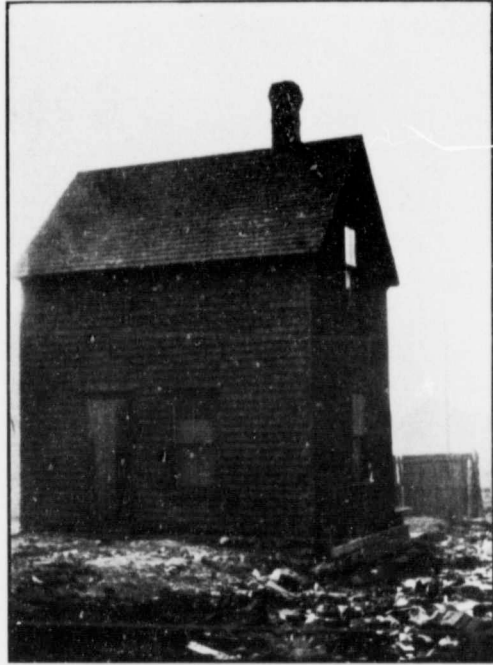
Families	27	Italians	172
Married men	24	Austrians	22
Married women	24	Poles	22
Widows	4	Canadians	15
Children	70	Hungarians	11
Single man	1	Colored	8
Single women	4	Spaniards	4
Men boarders	130	Russians	3
Total	257	Total	257

Here wages are lower than in the West, and fewer immigrant families own their houses. In this block two-thirds of the families rented. In one of the blocks surveyed in Fort William two-thirds were owners. The average rent paid by the 18 families was \$11.94 per month. The houses were of many varieties:—

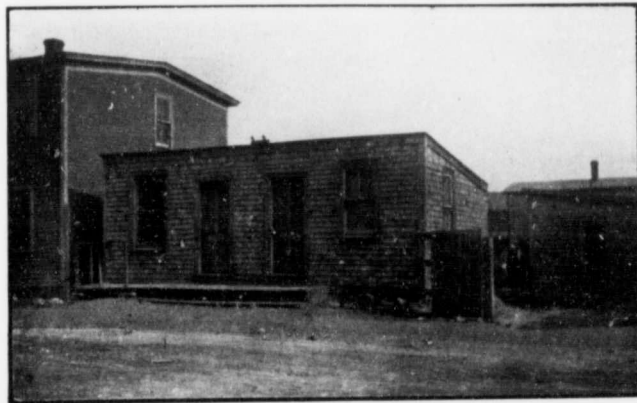
*From a paper read before the First Annual Conference of the Canadian Political Science Association, Ottawa, September 4-6, 1913.



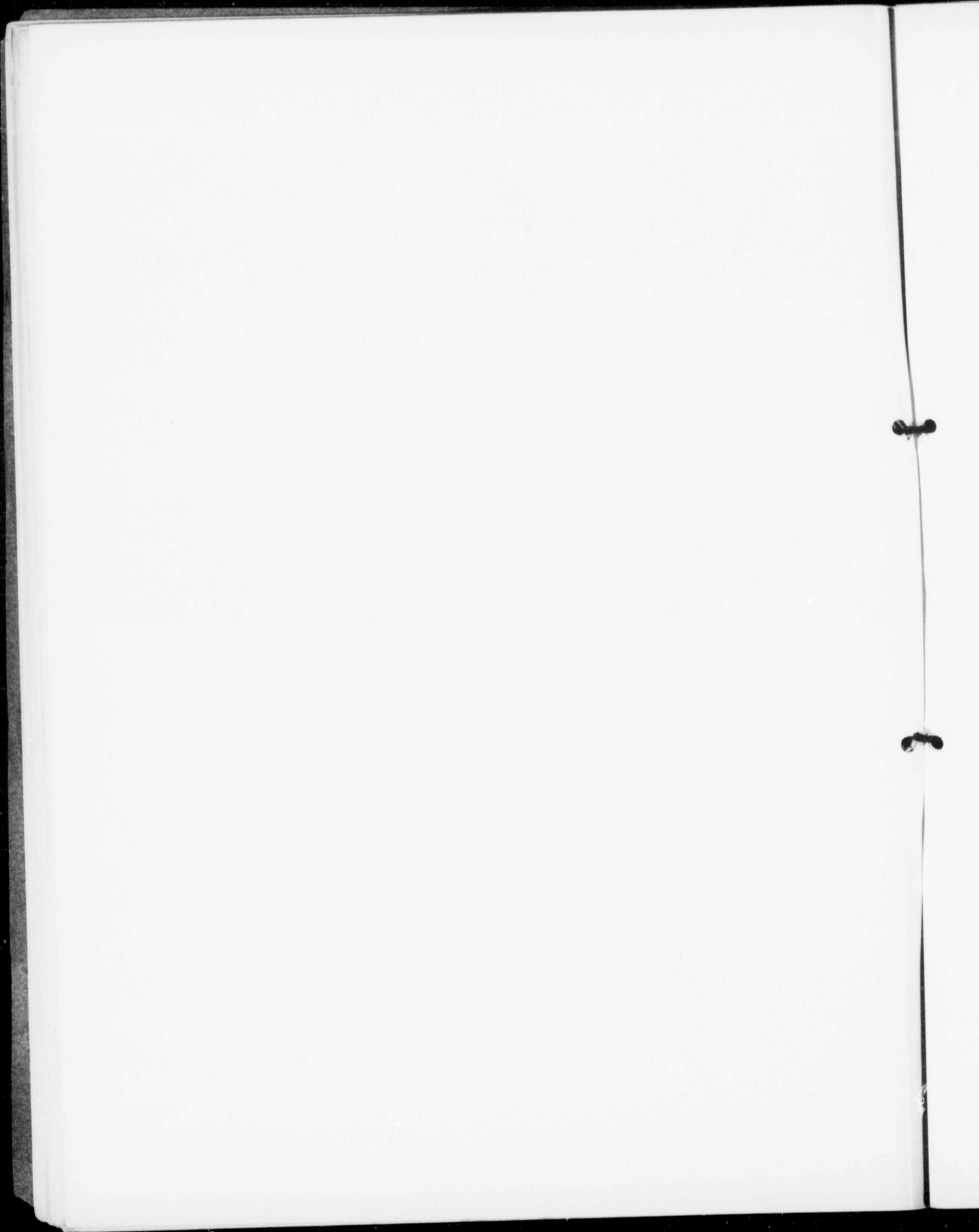
A lane in the tenement district.



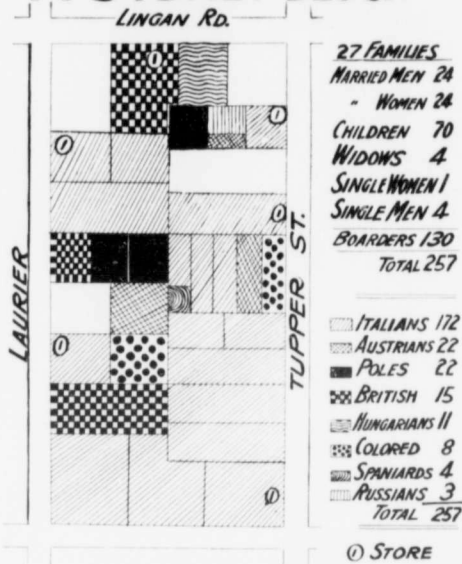
A home in Ward Five.



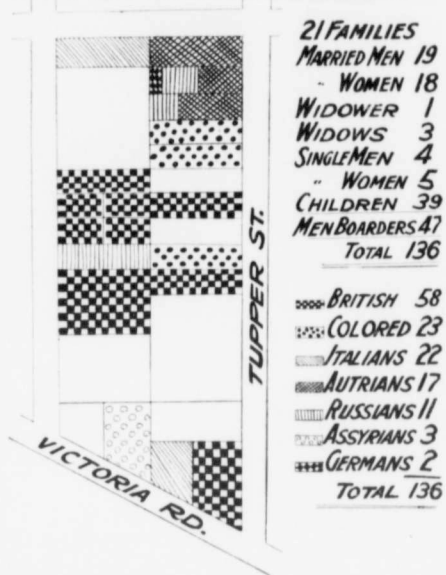
Laurier Street. Two shacks on one lot.



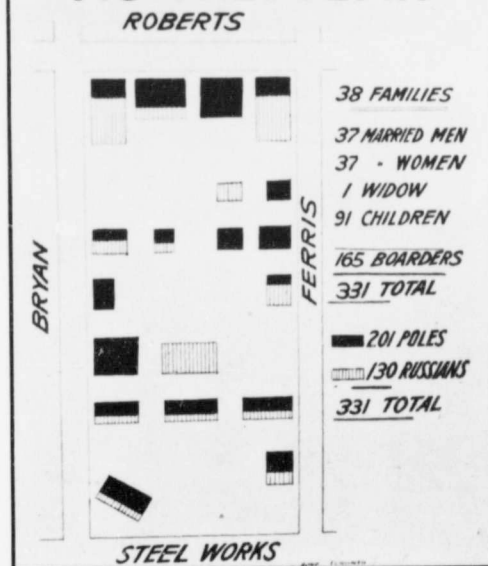
A SYDNEY BLOCK



A SYDNEY BLOCK



A SYDNEY BLOCK



Showing the arrangement of 19 houses, none of which have sewer connection.



Double houses	4
Three-family house	1
Five-family house	1
One-family houses (2 shacks)	9
One-family houses with stores	4
	—
Houses occupied	19
Houses vacant	3
	—
Total	22

There were 144 rooms and 11 inside toilets. Nearly all had water connection. The average number of persons per house was 13.5 and an average of 9 in each apartment.

In the next block, bounded by Laurier Street, Victoria Road, Tupper Street and the side street, a somewhat better class of workers was found, and a considerable number of them Canadians and Newfoundlanders. Victoria Road being the business street of Ward Five, or Whitney Pier, as it is called, also helped to improve conditions. About half the families owned their houses, and these were the best in the district, many of them having electric light as well as bath and toilet. The rented houses were, for the most part, old and small, the average monthly rental for the ten rented houses being \$10.30. But just because the houses were old and small and rented cheaply the overcrowding was much less, there being an average of eight persons per house, while the first block had 13.5. In this block there were 121 rooms for 136 persons, as against 144 rooms for 257 persons. In both sections many of the yards were strewn with rubbish, and the absence of sanitary precautions was in some cases quite alarming.

The population figures for the block are as follows:—

<i>21 Families.</i>		<i>Nationalities.</i>	
Married men	18	Canadians	38
Married women	18	Colored	23
Widows	3	Italians	22
Widowers	2	Newfoundlanders	20
Single men	4	Austrians	17
Single women	5	Russians	11
Children	39	Syrians	3
Men Boarders	47	Germans	2
	—		—
Total	136	Total	136

The data gathered in the third Sydney block shows how the Steel Company houses 38 Russian and Polish families on its own property beside the steel plant. There are 19 single, two, three and four-family houses jumbled into an area that scarcely exceeds an acre and a half. They shelter 331 persons, classified as follows:

<i>38 Families.</i>		<i>Nationalities.</i>	
Married men	37	Polish	201
Married women	37	Russian	130
Widow	1		—
Children	91	Total	331
Boarders	165		
	—		
Total	331		

The room overcrowding was not more serious than in the Coke Ovens district, but the presence of so many people in such a small area in houses without a sewer service has created a grave problem for the health officials. The Company charges a small rent, averaging \$1.00 per family and \$8.00 per house. According to the statements received the wages of the married men in this colony averaged \$1.61 per day.

An intensive housing survey would involve:—

- (a) A survey for unsanitary housing conditions, houses unfit for habitation, and privy vaults.
- (b) The extent to which the tenement has developed.
- (c) Percentage of lot unoccupied by buildings.
- (d) Lighting and ventilation.
- (e) Number of occupants—room congestion.
- (f) Relation of housing conditions to tuberculosis, contagious diseases, infant mortality, deficient education, and crime.
- (g) Relation of housing and town-planning.
- (h) Investigation of the need for more houses.
- (i) Study of the provincial and municipal housing regulations and measures providing inspection and enforcement.

V. CIVIC IMPROVEMENT.

The town-planner could ask no better field for his labors than the city of Sydney. Possessed of a fine harbor, with a water-front that would readily lend itself to beautification, having several wide streets which offer splendid opportunity for boulevard planning, and with the mills of the steel plant and subsidiary industries to be fitted into the general scheme so as to intrude least, there could be no more interesting nor promising problem for the city planning artist. By a proper plan Victoria Park might become one of the finest in Canada, and the approach to it by way of the Esplanade could be a splendid driveway, commanding a magnificent view of the harbor.

The four main street corners are now occupied by the post-office and three banks. As the city grows, larger premises will be required by all these institutions, and through their co-operation a fine group of buildings might be erected. It might also be expected that the industries would co-operate with the city in the planning of districts for the housing of their workmen and in the division of the city into residential, industrial and business districts.

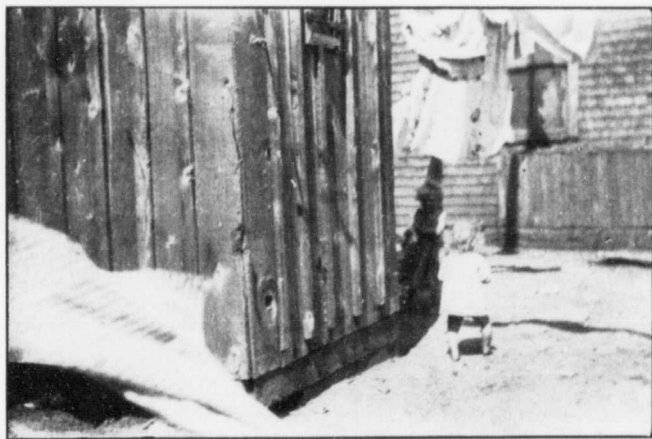
Some will think such a plan too costly for present consideration, but delay only adds to the cost which some day must be undertaken. Sydney is now in a position to earn the gratitude of posterity by planning where other larger cities are now beginning to re-plan at great expense. Even if the execution of a city plan could not be entered upon for some time, it would be valuable to have it so that works, buildings or industries to come, might be located according to the plan, and that no further obstacles to its successful carrying out should be permitted to arise.

The lines of study on this subject may be summarized as follows:—

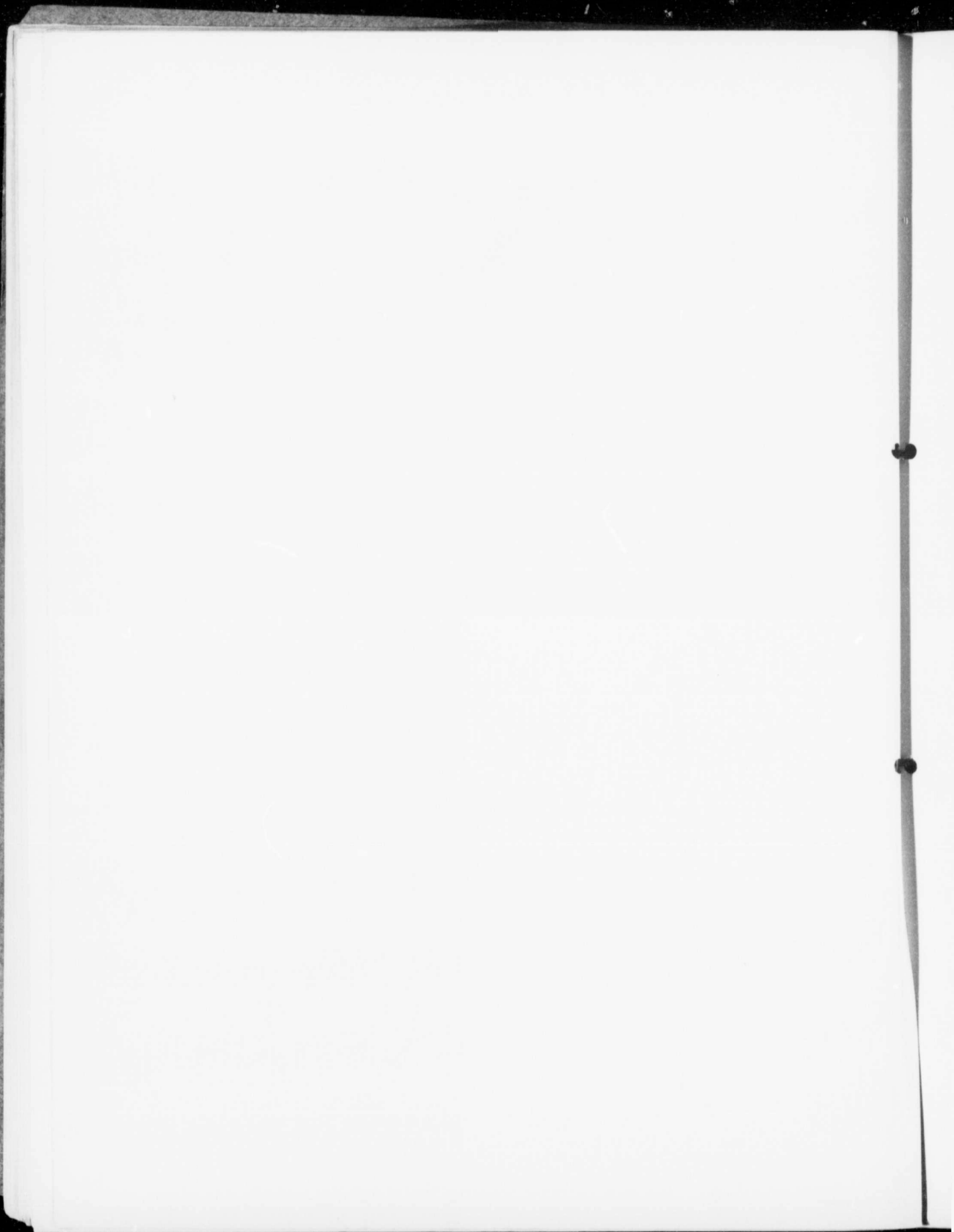
- (a) Railway entrance to the city and grade crossings.
- (b) Civic centres.
- (c) A plan for Victoria Park, and other parks, playgrounds and boulevards.
- (d) Manufacturing, retail and residential districts, and the accommodation of street traffic.
- (e) Street obstruction, bill boards, signs and paving.
- (f) The improvement of harbor front, the Esplanade and bridges.
- (g) The location of incinerators or of refuse dumps, if these are deemed necessary.
- (h) New additions to the city.



A view from Ferry Street. A section of the tenement district.
Note condition of the yard.



Where the immigrant children play, beside the steel
works on Ferris Street.



VI. BETTERMENT AGENCIES.

The cost of public relief to the city was \$3,097.98 in 1912. The relief giving of the churches and other agencies would probably be much greater than this amount. In most of our cities there is little or no co-operation between the city and private agencies in charity work, and the charitable agencies themselves seldom co-operate in their efforts to eliminate poverty. As a result, overlapping is common, and it is frequently discovered, after a period of years, that a family has been drawing support from several agencies, each of which thought itself the only helper. The waste of money is a lesser evil, not to be compared to the encouragement in pauperism which arises from such a system of promiscuous almsgiving. The civic authorities of Toronto have been so impressed with the necessity of overcoming this situation that a Social Service Commission has been appointed, one of the duties of which is to inquire into the city's relief system and to place it upon a scientific basis. In other cities the charities have been associated and one central bureau established. All applications for relief pass through the bureau, and it keeps records of all the cases dealt with, so that overlapping is avoided, the aim being to completely rehabilitate each case, even though the immediate expense be considerable, rather than to keep it on the books year after year by the old system of doles.

A study of this field would include:—

- (a) Charitable institutions of the city.
- (b) Public outdoor relief.
- (c) Relief work by churches, fraternal orders, women's clubs, immigrant societies, and business men's associations.
- (d) Opportunities for co-operation between agencies.
- (e) Opportunities for relating social work to the churches, and the churches to it.
- (f) The field for social settlement work.
- (g) The homeless man; cheap lodging houses; a municipal lodging house.
- (h) Study of such factors as disease, crime, drunkenness, wife desertion, uncompensated accidents and child labor as causes of poverty.

VII. THE USE OF "LEISURE TIME."

Under this subject the free and commercialized amusements of the city would be studied. At this point in its history Sydney would profit much by the organization of supervised playground work. It is a popular belief that the supervised playground is required only in the large cities where there are no other open spaces available for play purposes. This opinion is based on a mistaken view of the object of the playground. Where play is properly supervised it not only ministers to the all-round physical development of the child, but also to character building, since the evil influences are carefully weeded out. Sydney has its gangs of "bad boys," as the magistrates who have to deal with them know. An efficient supervisor with playgrounds and equipment at his command, would soon enlist the hearty interest of these boys and keep them out of mischief, while at the same time providing wholesome amusement for the other children of the city.

The character of the pool rooms, picture shows and theatres should also be learned to make sure these agencies are not undoing the work of the home, the school and the church in character building.

In this study there would be consideration of:—

- (a) Park facilities and their use.
- (b) The field for public playgrounds.
- (c) Land available for playground purposes.
- (d) Recreational use of the schools.
- (e) Theatres.
- (f) Motion picture shows.
- (g) Pool rooms and bowling alleys.
- (h) Opportunities for adult recreation.
- (i) The liquor trade as a factor in public amusement.

VIII. TAXATION AND PUBLIC FINANCE.

More and more our civic authorities are realizing that the system of taxation has an important bearing upon the development of a city. Until recently the plan everywhere in Canada was to tax improvements, while the owner of unimproved land had the value of his property enhanced by all the improvements made around it at the expense of others. Yet he paid only his regular land tax, while his unimproved holdings often became a barrier to the development of the city. Some of the western cities of Canada have entirely removed the tax on improvements, and others have taken steps in the same direction by assessing buildings on a much lower per cent. of the actual value than in the case of land. Recently the State of Pennsylvania adopted a plan by which in all its cities the taxation will be gradually shifted over a period of years until it rests entirely on land values, buildings being exempt.

A study of Taxation and Public Finance in Sydney would involve the following:—

- (a) An examination of the accounting methods.
- (b) How the budget is made and the publicity it obtains.
- (c) The system of taxation, its evenness and its effect on business, living conditions and city growth.
- (d) Undeveloped properties and properties exempt from taxation.
- (e) Distribution of the money between the various local departments.
- (f) Purchasing methods.
- (g) Publishing of reports.

IX. INDUSTRIAL CONDITIONS.

INDUSTRIAL ACCIDENTS.

The report of the City Medical Officer gives the total number of accidental deaths for 1912 as 26. The Factories Inspector of the Province, in his report for the year ending September 30th, 1912, states that 844 industrial accidents were reported in the province during the year, of which 15 were fatal, 312 severe, and 517 slight. Of the 15 men killed, 6 were employees of the Dominion Iron and Steel Co., and 4 were employed by the Cross Fertilizing Co., both of Sydney.

The report for the year previous gives the number of fatal industrial accidents in the Province as 12, of which 7 were employees of the Dominion Iron and Steel Co. Seven of the fatal accidents to the Steel Company's employees in the two years occurred on the tracks in or about the plant. As nearly as can be judged from the data at hand, 8 of the 17 men killed in the two years in Sydney industries were foreigners.

The Factories Inspector of Nova Scotia made a special inquiry into one hundred accidents occurring at the Dominion Iron and Steel Co., Ltd., in the period from July 4th to September 30th, 1911. From the report of this inquiry the following data is taken.

Of the 100 accidents, 2 were fatal, 26 severe and 72 slight. Eleven of the accidents happened where some necessary guard or precaution was neglected, while 89 were due to the "ordinary risk of the occupation," using the term in its widest sense, and could not be prevented by any known guard or protection.

Age.—Thirty-one gave their ages as being not over 25 years; 26 between 25 and 30 years; 31 between 30 and 40 years; 4 over 40 years; 8 age not given. Seventy-two of the accidents happened during the day, and 28, including the two fatal ones, at night.

Nationality.—The nationality of the injured men is divided into two classes—English-speaking and foreign. The foreign includes French, Italians, Poles, Hungarians, Russians and Portuguese. Sixty-seven of the men were English-speaking, and 33, including the two killed, foreigners. The company employs about 3,000 men, of whom approximately 70 per cent. are English-speaking and 30 per cent. foreigners. These figures are based on the statement made to the Royal Commission on Hours of Labor.

Length of Time in Employ of Company.—Twenty-eight of the men were in the employ of the company not more than two months, 41 not more than six months, and 54 not more than one year; 10 had been employed between one and two years, 10 between two and three years, 7 between three and four years, 11 between four and five years, and 8 over five years.

Length of Day or Night Worked.—Fifty-six of the 100 worked 10 hours, 12 worked 11 hours, and 32 worked 12 hours.

Number of Days Lost.—Number off 6 days, 19; between 7 and 10 days, 29; between 11 and 15 days, 10; between 16 and 20 days, 13; between 21 and 25 days, 7; between 26 and 35 days, 10; between 36 and 45 days, 5; between 46 and 80, 5.

It should be stated here that a considerable proportion of the men in the plant are grouped in working units which perform some particular part of the process, and are paid according to the tonnage produced. An example of this is found in the blooming, rail and rod mills. In February, 1909, the Commission on Hours of Labor found 430 men at work in these mills, over 350 working in twelve-hour shifts, and the remainder working ten hours. Judging from the table showing the production of ingots per hour during the month, a high rate of speed is not attained until midway in the first half of the shift. Then there is a slight falling off for a few hours until a still higher rate of speed is attained early in the second half of the shift. A noticeable slackening follows, and only in the eleventh and twelfth hours is this high record surpassed. These hours can scarcely be considered, however, as about seventy of the men have a ten-hour shift.

Below we give the table of ingots produced per hour, and we have thought it not unfair to place beside it a table from the report of the Factories Inspector on the investigation of one hundred accidents at the Dominion Iron and Steel Co., Ltd., to which reference is made above. Twenty-four of these accidents took place in the blooming, rod and rail mills, and we are informed that the same work system prevails in other parts of the plant. Indeed, as far back as 1908, between 500 and 600 men were affected by this system of payment by tonnage or bonus, and the plan has been much extended.

NUMBER OF INGOTS ROLLED PER HOUR IN FEBRUARY, 1909.

Shift.	1st Hour	2nd Hour	3rd Hour	4th Hour	5th Hour	6th Hour	7th Hour	8th Hour	9th Hour	10th Hour	11th Hour	12th Hour	13th Hour
Day.....	11	10	14	15	14.8	13.8	13.6	16	14.2	16.1	18.4	16.5	.....
Night.....	12.2	14.2	16.2	14.4	15	15.6	16.1	16.4	15.4	15	15.3	15.6	15
Total	23.2	24.2	30.2	29.4	29.8	29.4	29.7	32.4	29.6	31.3	33.7	32.1	

HOUR OF OCCURRENCE OF 100 ACCIDENTS AT DOMINION IRON AND STEEL CO., LTD., BETWEEN JULY 4TH AND SEPT. 30TH, 1911.

1st Hour	2nd Hour	3rd Hour	4th Hour	5th Hour	6th Hour	7th Hour	8th Hour	9th Hour	10th Hour	11th Hour	12th Hour	13th Hour
3	6	14	6	6	8	11	16	14	7	6	3	.....

The correspondence between the hours of greatest speed and those with the greatest number of accidents is perhaps worthy of some thought.

In his report for the year ending September 30, 1912, the Factories Inspector draws attention to the fact that for the year in Ontario .42 per cent. of the total number employed were hurt and .02

per cent. killed, while in Nova Scotia about 3.38 per cent. of the number employed were hurt, and .06 per cent. killed. He further states: "I believe that with some few exceptions, we are lamentably behind in this province regarding the matter of adequate protection for our factory workers; the number of injured is altogether too large, and unless the employers show a disposition to improve matters, we must pursue a more aggressive and energetic policy—a policy that will guarantee to the employees of this province the same measure of protection that workers receive in other places."

WORKMEN'S COMPENSATION.

In April, 1910, the Nova Scotia Legislature passed "An Act to amend the Law with respect to Compensation to Workmen for Accidental Injuries Suffered in the Course of their Employment." The Act applies to employment where not less than ten workmen are employed in railway, factory, mine, quarry, or engineering work, or about any building, either being constructed or repaired by means of a scaffolding, or being demolished, or on which machinery driven by steam, water or other mechanical power is being used for the purpose of construction, repair or demolition thereof.

In the Act the term "Workman" does not include any person whose remuneration exceeds one thousand dollars a year, or a person whose employment is of a casual nature, or a person who is employed otherwise than for the purposes of the employers' trade or business, or an outworker, who takes articles from the employer for cleaning, repairing or other purposes, to his own home or other premises not under the control of the employer.

The employer is held liable to pay compensation for accidents to a workman in the course of his employment if the workman is disabled for a period of not less than two weeks from earning full wages, and if it cannot be proved that the injury was due to the workman's own serious and wilful misconduct, or drunkenness. When the injury is caused by personal negligence or wilful act of the employer, or of some person for whom the employer is responsible, the Act in no way affects the employer's civil liability, and the workman may choose either to proceed against him independently of the Act, or claim compensation under it.

Amount of Compensation.—When death results from the injury and the workman leaves any dependents residing within Canada wholly dependent upon his earnings at the time of his death, the amount of compensation shall be a sum equal to his earnings in the employment of the same employer during the three years next preceding the injury, or the sum of one thousand dollars, whichever of those sums is the larger, but not exceeding in any case fifteen hundred dollars.

If the workman leaves no such dependents, but leaves any dependents in any part dependent upon his earnings at the time of his death, the amount of compensation in no case to exceed the amount payable under the foregoing provisions, shall be such as may be agreed upon, or in default of agreement, may be determined on arbitration under the Act to be reasonable and proportionate to the injury to the dependents. If there are no dependents the amount of compensation shall be the reasonable expenses of his medical attendance and burial, not exceeding two hundred dollars.

Where total or partial incapacity for work results from the injury the compensation shall be a weekly payment during the incapacity after the second week, not exceeding 50 per cent. of the workman's average weekly earnings during the previous twelve months, such weekly payments not to exceed seven dollars; provided that the total amount paid as compensation for the injury shall not exceed fifteen hundred dollars.

Any weekly payment may be reviewed at the request of either the employer or of the workman, and on such review may be ended, diminished or increased, subject to the maximum and minimum above provided, and the amount of payment shall, in default of agreement, be settled by arbitration under the Act; and in case of fatal accidents compensation shall cease to any dependents as soon as in the opinion of the committee or arbitrator such dependent is capable of self-support.

Arbitration.—The main provisions for arbitration are as follows:—

(1) If any committee representative of an employer and his workmen exists with power to settle matters under this Act in the case of the employer and workmen, the matter shall, unless either

party objects, be settled by the arbitration of such committee or be referred by them in their discretion to arbitration as hereinafter provided.

(2) If either party so objects, or there is no such committee, or the committee so refers the matter, or fails to settle the matter within three months from the date of the claim, the matter shall be settled by a single arbitrator agreed on by the parties, or in the absence of agreement by an arbitrator to be appointed by the county court judge.

(3) The costs of and incidental to the arbitration and proceedings connected therewith shall be in the discretion of the committee or arbitrator. Such costs, whether before a committee or arbitrator, shall not exceed the limit prescribed by the rules made by the Governor-in-Council and shall be taxed in the manner prescribed by those rules.

It will be noted that the immigrant worker is decidedly at a disadvantage under this Act. In so many cases his dependents will not be residing in Canada, and they will therefore be unable to claim the minimum of one thousand dollars. In their case compensation becomes a matter of agreement or arbitration, besides having all the disadvantage of distance.

THE DOMINION STEELWORKERS' MUTUAL BENEFIT SOCIETY.

The Workmen's Compensation Act of Nova Scotia does not apply to employees of the Dominion Iron and Steel Co. In 1906 there was incorporated the Dominion Steelworkers' Mutual Benefit Society, and when the Compensation Act was passed in 1910 an arrangement was made by which the Mutual Benefit Society of the Steel Works should not be disturbed. Indeed, one of the clauses of the Act is to the effect that if the Governor-in-Council certifies that any scheme of compensation is on the whole not less favorable to the general body of workers and their dependents than the provisions of the Act, the employer may contract with the workmen that the provisions of the scheme shall be substituted for the provisions of the Act, but the Act shall apply notwithstanding any contract to the contrary made after the commencement of this Act.

The Company is entitled to membership in the Dominion Steelworkers' Mutual Benefit Society, and has the right to send delegates to the meetings, whose voting powers are determined by the amount of the Company's contribution as compared with the total amount of the contribution by ordinary members. The constitution provides that the President shall be the chief executive officer of the Dominion Iron and Steel Co., Ltd. The board of directors is composed of eight members of the Society elected by ballot and an additional number to be nominated by the Company in proportion to its contributions. Membership is restricted to persons under sixty years of age and in good health who have been in the service of the Company not less than four full weeks.

Funds.

The ordinary funds of the Society shall be derived:—

1. From an entrance fee equal to one month's contribution as hereafter provided, to be paid by each member on joining, and from fees to be paid monthly according to the following scale:—

Class A.—Per month	\$.50
Class B.—Per month .....	.75
Class C.—Per month	1.00

Members may elect any one of these classes, but it is desirable that Class C be preferred to Class B, and Class B to Class A in all cases where the larger outlay is justified by the earnings and other circumstances.

2. From the Company, which shall pay not less than 25 per cent. of the aggregate contribution of the employee members.

The Company shall provide an office and committee room for the purposes of the Society.

Benefits.

1. Members who become temporarily disabled and incapable of following their ordinary employment or other suitable employment in the service of the Company by reason of accidental injury or illness, shall be entitled to receive from the Funds of the Society each week, or part of each week, during a period not exceeding thirteen weeks, at the following rates per week; but no payment shall be made at a rate per week greater than two-thirds of the average weekly earnings of the beneficiary during the month immediately preceding the date of disablement.

Class A	\$5 00
Class B	7 50
Class C	10 00

Provided always that no benefit shall be payable for the first week of any disablement except it be caused by accidental injury, and that in case of injury an employee of the Company who has applied for membership and has paid the entrance fee and the dues for one month shall be entitled to surgical treatment the same as if he had attained to the status of a regular employee as provided in Section 1 of Article 4.

In addition to these rates in cases of extreme necessity the board of directors may make special grants not to exceed in any case the sum of one hundred and fifty dollars; such special grants to be limited in the aggregate to five hundred dollars in any year.

2. In case any member in good standing shall by accident suffer the loss of one foot or one hand, while in the service of the Company, a grant shall be made to him in addition to the weekly benefits, and when payment of the same shall have ceased, according to the following scale.

Class A	\$100 00
Class B	150 00
Class C	200 00

3. In case any member in good standing shall by accident suffer the loss of both feet or both hands, or of hand and foot, or of both eyes, while engaged in the service of the Company, a grant shall be made to him in addition to the weekly benefits, and when payment of same shall have ceased, according to the following scale:—

Class A	\$300 00
Class B	450 00
Class C	600 00

4. Provided always, however, that no grant shall be made nor benefits accrue in any case where disablement shall have been caused by drunkenness or other improper conduct. The decision of the board of directors after investigation of such cases shall be final.

Insurance.

In case of death through illness or as a result of accident or injury while in the service of the Company, the legal representatives of deceased members shall be entitled to receive mortuary benefits according to the following schedule:—

Schedule I.—Death from Natural Causes.

Class A.

In case of death during—	Mortuary Benefit.
First year of membership	\$40 00
Second	80 00
Third	120 00
Fourth	160 00
Fifth	200 00
Sixth	240 00
Seventh	280 00
Eighth	320 00
Ninth	360 00
Tenth and succeeding years	400 00

Class B.

First year	\$53 33
Second	106 66
Third	160 00
Fourth	213 33
Fifth	266 66
Sixth	320 00
Seventh	373 33
Eighth	426 66
Ninth	460 00
Tenth and succeeding years	533 33

Class C.

First year	\$66 66
Second	133 33
Third	200 00
Fourth	266 66
Fifth	333 33
Sixth	400 00
Seventh	466 66
Eighth	533 33
Ninth	600 00
Tenth and succeeding years	666 66

Schedule II.—Death Caused by Accident.

Class A.

In case of death during—	Accident Insur.	Mortuary Benefit.	Total Insur.
First year of membership	\$360 00	\$40 00	\$400 00
Second	320 00	80 00	400 00
Third	280 00	120 00	400 00
Fourth	240 00	160 00	400 00
Fifth	200 00	200 00	400 00

Sixth	160 00	240 00	400 00
Seventh	120 00	280 00	400 00
Eighth	80 00	320 00	400 00
Ninth	40 00	360 00	400 00
Tenth and succeeding years . . . . .	.....	400 00	400 00

Class B.

First year of membership	\$480 00	\$53 33	\$533 33
Second	426 66	106 66	533 33
Third	373 33	150 00	533 33
Fourth	320 00	213 33	533 33
Fifth	266 66	266 66	533 33
Sixth	213 33	320 00	533 33
Seventh	160 00	373 33	533 33
Eighth	106 66	426 66	533 33
Ninth	53 33	480 00	533 33
Tenth and succeeding years . . . . .	.....	533 33	533 33

Class C.

First year of membership	\$600 00	\$66 66	\$666 66
Second	533 33	133 33	666 66
Third	466 66	200 00	666 66
Fourth	400 00	266 66	666 66
Fifth	333 33	333 33	666 66
Sixth	266 66	399 99	666 66
Seventh	200 00	466 66	666 66
Eighth	133 33	533 33	666 66
Ninth	66 66	600 00	666 66
Tenth and succeeding years . . . . .	.....	666 66	666 66

Schedule III.

The foregoing schedules (I. and II.) shall be modified in all cases by a consideration of the age of members at the time of joining the Society, as follows:—

1. If age on joining the Society is not over 40 years, payment of Mortuary Benefit and Accident Insurance shall be made in full amount.

2. If age on joining is over 40 years, but not over 50 years, payment shall be made of 80 per cent. of the Mortuary Benefit and the full amount of the Accident Insurance.

3. If age on joining is over 50 years, payment shall be made of 60 per cent. of the Mortuary Benefit and the full amount of the Accident Insurance.

From and out of the sums above provided to be paid upon the death of members of the Society there may first be paid an allowance for funeral expenses not exceeding \$40, which may be paid without reference to the legal representatives of the deceased; but any balance shall be paid to such representatives whenever they shall have proved their right to receive same to the satisfaction of the board of directors.

Old Age Pensions.

In order to provide a fund from which old age pensions may be paid, it shall be the duty of the officers and board of directors from time to time to make such provision as may be advisable or practicable for the institution, maintenance and increase of the Pension Fund. For this purpose special contributions may be received which shall not be applicable to any other purpose. Whenever it shall appear that a sufficient fund has been accumulated, it shall be the duty of the board of directors to formulate an old age pension scheme to be submitted to the Society, but until it shall have been approved by the Society no further action shall be taken.

Withdrawals, Suspensions, etc.

1. As soon as and whenever any person shall cease to be an employee of the Company his connection with the Society shall *ipse facto* cease and be determined; but if he shall have paid his regular dues continuously for five years he shall be entitled to a refund equal to one-third of his aggregate contribution, less any amount that he may have received by the way of benefits and indemnities.

2. Members who, on account of being laid off for want of work or other causes beyond their control, may be unable temporarily to pay their monthly dues, shall be entitled to continue their membership for a period not exceeding three months. On returning to work they shall pay all lapsed dues and resume regular payments. Members while so laid off shall have a right to participate in the sick benefits, but from the amount of such benefits there shall be deducted a sum equal to the amount due for unpaid dues.

3. Members who may be transferred to any of the Company's works outside of Sydney for temporary employment shall continue to be members of the Society and shall pay their regular dues and participate in the benefits of the Society as if such transfer had not occurred.

4. Members who, in the judgment of the board of directors shall have been guilty of malicious infraction of the rules of the Society or shall neglect or refuse to pay the monthly fees of the Society, or shall act in any way detrimental to its interests, may be suspended by the board of directors, and while so suspended shall not be entitled to participate in any of the benefits, allowances, grants or refunds hereinbefore set out.

HOW THE SYSTEM WORKS OUT.

The Company has built and equipped a hospital where sick and injured workmen are treated at the expense of the Benefit Society.

The seventh annual report of the Society, for the year ending April 30th, 1913, gives considerable light upon its activities. The number of cases of illness reported to the Society during the year was 642; of these 156 cases involved no outlay; 31 claims, after investigation, were not approved, and 433 claims were paid.

During the year 21 members died as a result of natural causes.

Twenty-two claims were pending at the end of the year.

Reports of disablement as a result of injury numbered 2,642 for the year; payments were made in 1,377 cases; a large number of the remainder were of a trifling nature and involved only expenditures for surgical treatment. Sixty cases were pending at the end of the year.

Eleven members died as the result of accidental injury, four suffered the loss of a limb, and one member the loss of an eye.

The receipts and disbursements for the year are as follows:—

Receipts.

Collected from members	\$30,849 35	
Contributed by D. I. & S. Co., Ltd.	17,929 70	
Interest	1,259 17	
		\$50,038 22
Less refunds	228 06	
		\$49,810 16
Disbursements.		
For Sickness—		
Weekly benefits	\$7,642 71	
Special grants	309 64	
Insurance	1,852 59	
		\$9,804 94
For Accidents—		
Weekly benefits	\$15,939 25	
Special grants	257 52	
Regular grants	850 00	
Insurance	4,436 84	
Surgeons	12,567 22	
Hospital	1,896 20	
		35,947 03
For Expenses—		
Salaries, stationery, etc.	1,204 92	
		\$46,956 89
Surplus		\$2,855 27

Apparently the \$1,852.59 was paid to the dependents of the 21 members who died as a result of sickness; the average insurance paid in these cases was therefore \$88.21. One would infer that the \$4,436.84 was paid to the dependents of the 11 members who met death from accidents; the average insurance for this class would then be \$403.35. Some of the workmen think it would be much more advantageous to have the protection of the Workmen's Compensation Act. They admit that the Act provides no insurance against death from natural causes, but also point out that the average claim paid by the Society in such cases is very small, averaging \$88.21 in 1912, and the highest possible being \$666.66, and this only after ten years' service with the Company. They state that few are likely to profit by such an arrangement since the Company is constantly changing its employees. The employment agent reported to the Commission on Hours of Labor that from January 1st to December 31st, 1908, the total number of men taken on was 1,071, while 1,508 were re-employed. In view of these facts it would seem that the employees stand to gain much by the protection of the Compensation Act. Especially is this true of those with families in Canada.

In the further study of industrial conditions the following considerations would have place:—

1. Unemployment.

- (a) Seasonal industries.
- (b) Special work calling for labor at unusual times.
- (c) Employment agencies.

2. Women at work.

- (a) Wages, day labor or piece work, pay for overtime.
- (b) Hours per day, Saturday hours, days per week, seven day labor, night work, days worked in the year.

3. Child labor to be considered in the same way. Condition of children in factories and street trades.
4. Industrial accidents and means of prevention.
5. Safeguards against occupational diseases.
6. Unions and their recognition.
7. Welfare work.
8. Relation between wages and the cost of living.

X. DELINQUENCY—JUVENILE AND ADULT.

Sydney has a number of juvenile delinquents, for whom little can be done because of the lack of proper facilities. Juvenile offenders have now to be sent to Halifax institutions. In the last financial statement of the police department the following items appear:—

Halifax Industrial School, Keep of Boys	\$60 00
Home of Good Shepherd, Keep of Girls	102 67
St. Patrick's Home—Keep of Boys	302 16

It is probable also that because satisfactory means of dealing with these offenders are lacking many are not dealt with who would otherwise be brought into court. Such cases as now receive attention have to be heard in the police court, and the young offenders are confined in the common jail, thus becoming acquainted with the regular criminal court proceedings through what may have been a trifling offence.

To overcome such a situation the Dominion Government has passed the Juvenile Delinquents' Act, which may be declared in force in any city by the Attorney-General of the Province when the necessary machinery for enforcing the Act has been locally established. This consists mainly in the provision of separate detention homes for Roman Catholic and Protestant offenders. The juvenile court itself requires no forethought. Frequently it is just the sitting-room of one of the detention homes, the aim being to make it as much unlike the ordinary court as possible. A careful inquiry is made into the conditions of the child's life, and through this and the personal relation which the judge establishes with the young offender he is able to decide on a course of treatment rather than punishment. Often the home is the real source of trouble, and just as often it is the indifference of the community towards child labor, the sale of trashy literature, and the lack of provision of recreational facilities. Juvenile courts have been established in such cities as Vancouver, Winnipeg, Toronto, Ottawa, Halifax and Charlottetown.

In the adult delinquency of Sydney the liquor trade appears as an important factor. In 1912 there was a total of 1,128 arrests, according to the report of the Chief of Police. Of these 568 were "drunks," 83 "drunk and disorderly," and 31 "drunk and using profane language." This means, then, that in 682, or considerably over half the total number, drunkenness was a cause for arrest. Under the head of Nova Scotia Temperance Act 202 cases are listed. In his report for the year 1912, the Inspector-in-Chief under this Act states that there were complaints from some of the Cape Breton towns that "owing to the incapacity or dishonesty of officials the law was not being effectively enforced." It would seem that over the Province generally the people are satisfied with the enforcement of the law, for the report also states that "complaints of lack of effective enforcement have come from five or six places only, and it should be noted that these are the same places for which complaints were received last year." Another statement is that "conditions are far from satisfactory in some of the larger industrial centres, and these conditions are no doubt due in part to lack of activity and zeal on the part of local officials."

In Sydney from July 1st to December 31st, 1912, one hundred and thirty-two fines, amounting to \$6,582.00, were paid under this Act.

A study of the delinquency of the city would involve:—

1. An analysis of cases of juvenile delinquency by wards and blocks. Its relation to congestion of population.
2. Nature of the offences.
 - (a) Proportion against the person; against property.
 - (b) Locality of the offences.
 - (c) Nationality of offenders.
 - (d) Proportion of first offenders and repeaters.
3. Individual conditions.
 - (a) Age of the largest proportion of offenders of both sexes.
 - (b) Physical condition.
 - (c) Mental condition.
4. Social environment.
 - (a) Parental conditions.
 - (b) Condition of the home.
5. Police court methods of dealing with certain classes of offenders.
6. The city and county jails.
7. Inebriety.
8. Some phases of the social evil.

XI. RELIGIOUS FORCES AND NEEDS.

If the religious leaders of the city should desire a religious work survey, the services of a specialist in Religious Education could probably be secured and an investigation along the following lines undertaken:—

1. Church membership census covering ten years or more and showing membership increases or decreases—(a) men, (b) women, (c) children.
2. Sunday School.
 - (a) Census of enrollment—ten years.
 - (b) Follow-up study of pupils dropped from enrollment.
3. Bible classes.
 - (a) Enrollment increases and decreases.
 - (b) Follow-up study.
4. Church social centres.
 - (a) Need of boys' clubs.
 - (b) Need of girls' clubs.
 - (c) Fathers' and mothers' clubs.
 - (d) Discussion clubs.
5. Miscellaneous activities.
 - (a) Church extension.
 - (b) Training members for leadership.

C

THE EXHIBIT

A programme for civic betterment, no matter how desirable, cannot meet with success if the citizens are not in possession of the facts upon which it is based. There will be suspicion and mistaken hostility, because that full and complete publicity which would enable the community to intelligently judge of the merits of the project, has been lacking. In truth the very essence of the survey idea is that all the citizens shall know the social facts of their city's life so that civic betterment may become a community enterprise.

Heretofore much valuable data has been locked up in blue books never read by the average citizen, but after a survey the workers feel they have a body of facts that would bring new life to the community if placed in possession of them. The survey findings constitute a social serum which, however good it may be in itself, can work no change until introduced into the body politic. The social exhibit is the means of inoculation. By charts, maps, models, pictures, lantern slides and other devices the exhibit makes graphic display of the most significant findings of the survey. This is supplemented by the presentation of reports to public meetings, by a series of public addresses, by newspaper publicity and such other methods as seem best adapted to the situation in hand.