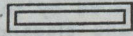


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# The Canadian Municipal Journal



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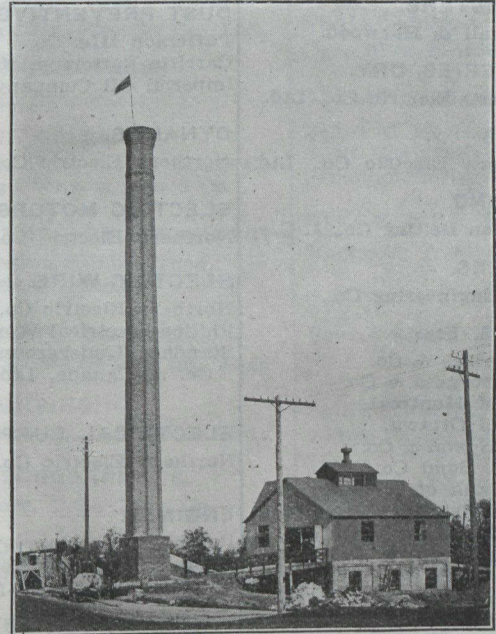


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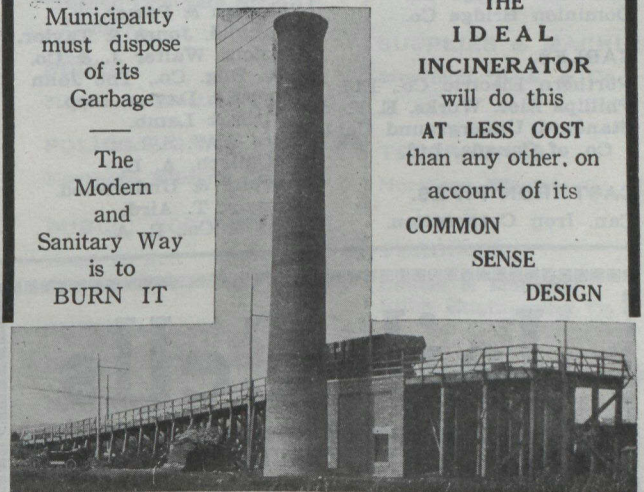
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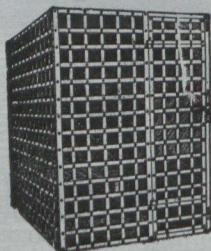
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## ANNUAL MEETING

## ONTARIO MUNICIPAL ASSOCIATION

TO BE HELD IN THE CITY HALL,  
TORONTO, SEPTEMBER 1st and 2nd

## PROGRAMME.

## Wednesday, September First.

## Forenoon Session.

- 9.00—Registration of Members.  
9.30—Opening. Minutes. Communications.  
10.00—Address of Welcome.  
T. L. Church, Esq., Mayor of Toronto.  
Presidential Address.  
J. G. Richter, Esq., London.  
Executive Committee's Report.  
Resolutions, Questions, and Suggestions.  
Appointment of Committees.  
11.00—Assessment and Taxation.  
K. W. McKay, Esq., County Clerk,  
St. Thomas.  
S. H. Kent, Esq., City Clerk, Hamilton.  
Municipal Council Procedure.  
W. G. Caughell, Esq., Township Clerk,  
Yarmouth.

## Afternoon Session.

- 2.00—The Problem of the Unemployed.  
Sir John S. Willison, Chairman  
Provisional Commission.  
Toronto's Labor Bureau Experience.  
D. Chisholm, Esq., Property Commissioner.  
Prison Reform and Industrial Farms.  
Discussion led by Hon. W. J. Hanna.  
Cultivation of Vacant Town Lots.  
Chester S. Walters, Esq.,  
Mayor of Hamilton.  
F. E. Robson, Esq., Rotary Club,  
Toronto.  
5.30—Complimentary Dinner to the Convention.  
By: The Toronto City Council

## Thursday, September Second.

- 9.00—Report of Committee on Resolutions.  
10.00—Ontario's Hydro Radial Enterprise.  
Hon. Sir Adam Beck, Chairman,  
Provincial Hydro-Electric Commission.  
11.00—Municipal Financing and War Conditions.  
Thomas Bradshaw, Esq.  
12.00—Report of Nominating Committee and  
Election of Officers.

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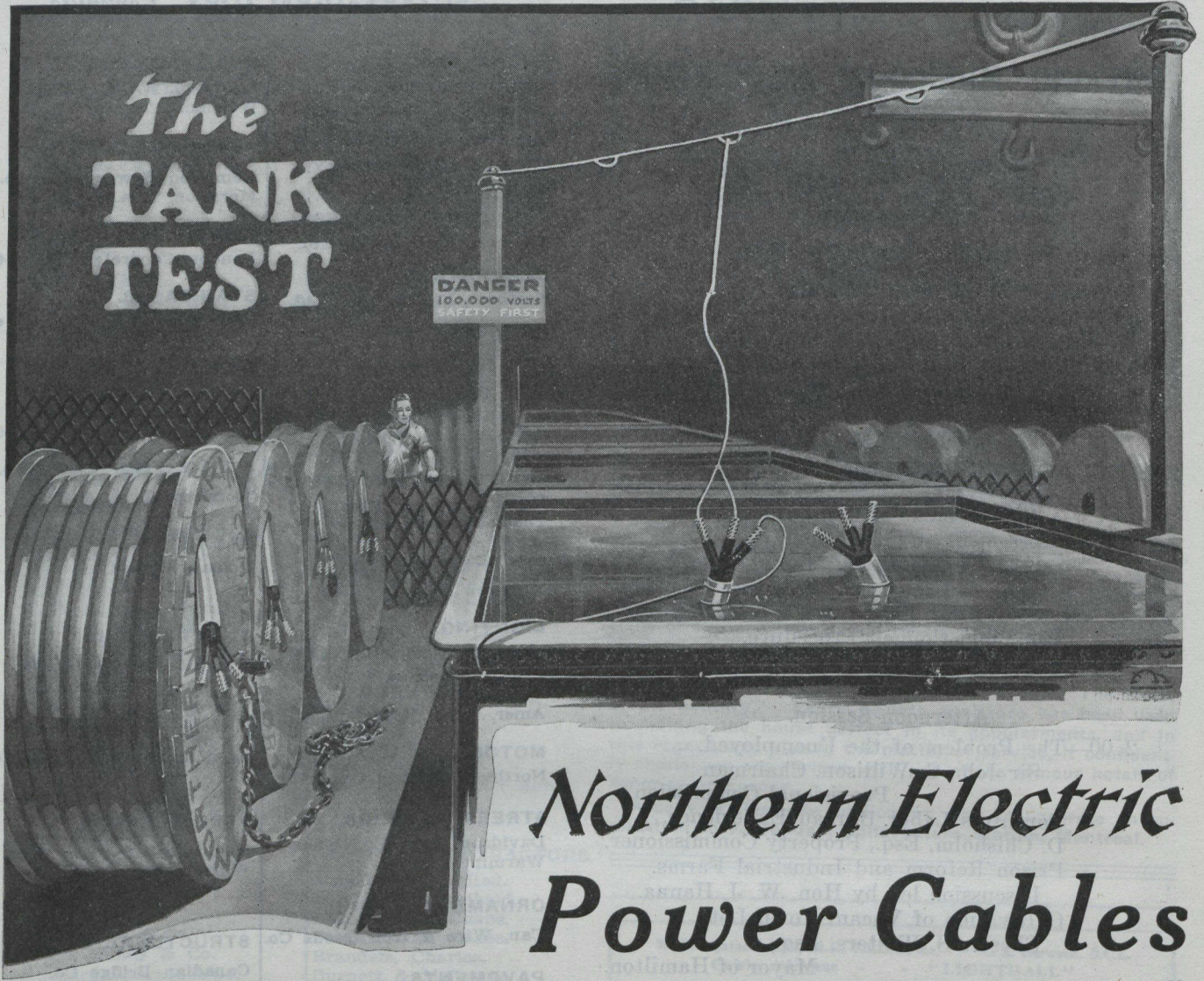
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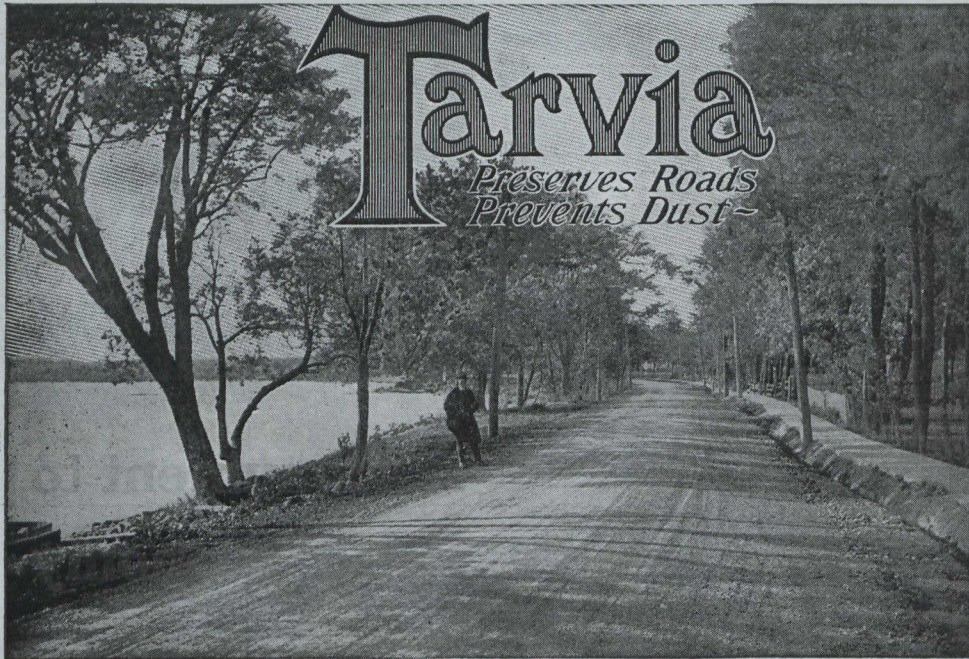
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Official Organ of the Union of Canadian Municipalities

"Municipal from cover to cover"

Circulates in every city, town and village

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SEPTEMBER, 1915

No 9

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## London's Freedom on Canada's Premier

The great City of London in conferring its freedom on Canada's Premier honored itself equally with Sir Robert Borden—though on the freemen's roll of the Empire's capital are inscribed the names of her greatest sons. Sir Robert in London was truly Canada's representatives, just as Sir Wilfrid Laurier was when Premier. These two sons of Canada, though of totally different temperaments, of separate race and of opposite political camps, when on the Dominion's business abroad have—each in his time—risen splendidly to their position as responsible statesmen of the Empire. Both men in each of their visits to the motherland have helped in the cementing of the ties of broad Imperialism by the dignity of their utterances and the sound logic of their reasoning. The City of London, which knows no politics in its recognition of the great men it has honored, struck the right note in the address to Sir Robert Borden, and in doing so set a great example to the municipalities of the Empire. But we in this "daughter country" hardly needed such an inspiration in patriotism, for during the last twelve months there is not one municipality in these broad domains but what has done splendidly in convincing the world of its practical loyalty—in subscriptions to war funds, caring for the dependents of those who have gone to the firing line, and taking up cheerfully the burden of unemployment (a direct consequence of the war), so that when the works of the units come to be measured the civic corporate bodies of Canada will have much to be proud of—works which might be termed a genuine backing up of our Premier representative's assertions.

This practical loyalty is expressed in the continuous rising to the occasion whenever the opportunity presents—in giving the lead to the many schemes to mitigate the too natural consequences of the war and in helping to bring it to a successful termination.

From the council of big Toronto to the council of little Greenfield Park—which has just presented two machine guns, though only a population of 1,000—the same spirit of sane patriotism prevails. This reiteration on our part is in answer to those of our contemporaries who are prone to offer cheap criticism to the part taken by the civic councils of Canada in the defence of the Empire, and consequently their own country. We even repeat that the mayors and aldermen have set the pace in giving, which has been so favorably commented upon by the English press.

## THE BRITISH MISSION AND CANADIAN LABOR.

The special mission sent to Canada by the Imperial Government to secure skilled mechanics for the manufacture of munitions in the Old Country—the members of which met the Mayors at their meeting at Ottawa and whose public announcement appeared in the June issue of the Journal—has now completed its work, though not altogether satisfactorily as far as securing the requisite numbers of skilled artisans; the reason being that this very class of labor is now wanted for the manufacture of munitions in Canada. Mr. G. N. Barnes, the labor M.P., who headed the mission states that some 17,000 applications were received, but such was the special nature of the work that only about 1,800 were engaged. "There is a vast amount of unemployment in Canada," he said, "and we had a most difficult task to discriminate." We were pleased to know that our publication of the object of the mission with a suggestion to the municipalities to take the matter up, has had the effect of some hundreds securing employment, and thus relieving somewhat the unemployment situation.



## The Ontario Commission on Unemployment

The Ontario Commission on Unemployment which was appointed six months ago recently published an interim report—a synopsis of which was published in the last month's issue of this journal. The principal interest of the report lies in its recommendation of the creation of a Provincial Labour Department. This will meet with the approbation of all students of economics though it is questionable if the suggested *modus operandi* is consistent with the spirit of democratic government which if anything will grow as a consequence of this war—the very essence of which is decentralization and collaboration rather than centralized bureaucracy. Thus the report implies that the Commission, by ignoring their existence, has little or no confidence in the municipal labor bureaux, though as a matter of fact, and example, the reading of the reports of the Ontario Bureau of Labor—with its finding jobs for 200 men during a whole year—and the temporary one set up by the city of Toronto, is convincing evidence of the effectiveness of the first and the comparative effectiveness of the latter. It is true that as far as Canada is concerned the municipal labor bureau is a recent innovation. Hastily formed, and without the proper means to employ the routine expert, yet with all these and many other drawbacks, the municipal bureau has come to stay either as an entity in itself—as against the private bureaux—or, better still, as a part of an inter-locking system—provincial and national, or to reverse the order, the most practical system would seem to be a central federal and province bureaux with branches in every municipality under the responsibility of the local authority. Such a system would prevent overlapping on the one hand and ensure a uniformity of handling the unemployed that would eliminate to a large extent present defects of the municipal bureau. There is no doubt that given the proper machinery, the municipal council is the proper organization to handle the local situation and no wise government—federal or provincial—should ignore this fact. The difficulty with many municipalities—and which the Commission does not seem to have taken into account—is not in handling the local citizens, but in taking care of the casuals and the aliens. Here, of course, is where the central bureau would come in.

The plan as outlined by the Commission would be a costly one, for it does not propose to use any existing machinery to get statistics, and as we understand that the Commission itself was appointed because of the large army of unemployed, we would have thought that it would have taken the lines of least resistance, not only in getting its facts, but in suggesting the machinery to be adopted.

Having frankly given our opinion on the suggested *modus operandi*, we will take up the rest of the findings of the report, which we, on the whole, are in hearty accord with. In fact we go further and state emphatically that they should be printed and mailed to every householder in Ontario—and even Canada, for in contrast to the usual report, the Commission has given its findings in language easily understood by the average person. It is very evident, too, that the intervening six months since the Commission was appointed, have been profitably spent in analyz-

ing labor conditions, and while it has not attempted to create new work, it has conscientiously endeavored to get down to the why and wherefore of the present unemployment problems, as far as Ontario is concerned, and we might say that the conditions are the same throughout Canada. Broadly speaking those conditions are well stated in the report as follows:—

The organization of industry is now so far-reaching and the demand for labour so fluctuating that the individual workman, however able, willing and skilled he may be, may not succeed in finding employment at the work he can do best, although employment might be available if the labor markets were properly organized. It is evident that the worker should not be required longer to bear the burden of finding a job by his own unaided efforts. Immigrants trained in agriculture come into the cities and towns with the raw material of common labour. An increasing number of women seek industrial employment, but for the most part without direction. What has been done to regulate the labour market, or to gain real knowledge concerning it, has been sporadic and inadequate.

The Private Employment Agencies, managed on a commercial basis, have not yielded desirable results, but on the contrary their activities have caused many manifest abuses. They have dealt chiefly with unskilled labour and are as a rule avoided by skilled workmen. They are recognized by them. Thus they have been able to render only a negligible service to the community at a cost to the unemployed out of all proportion to what they have accomplished.

The existing Government Labour Exchanges were established before the work they were called upon to do was properly understood. Whatever may have been the value of their work, changing industrial conditions require an extension and reorganization of the system. Out of the existing condition of affairs, there can be but one result. The unemployed bear the burden of the resulting disorganization. They pay agency fees, car-fare to various places of prospective employment, and they waste their vitality and time in wearying efforts day after day to find work, which a central clearing house could have told them either did or did not exist. On the other hand, industries bear the burden of handling misfits and the losses consequent upon a shifting or inadequate force of workmen.

### Relation of Employment to the Schools.

The second part of this report deals with the relation of the schools to unemployment, thus showing the great pains to get at the bottom of the question. The report partially reads as follows:—

The Commission are satisfied that much unemployment occurs in the transition from the school to paid employment. Almost unsupervised, boys and girls drift in and out of occupations, for which they find themselves unsuited. Nor does this ill-effect terminate with adolescence. After several years of work, without educative value, or prospect of permanent employment, numbers are left untrained and unemployed. They naturally drift into the ranks of unskilled labour and at best have a precarious livelihood.

It must be remembered that most children leave the school at the age of fourteen. Real mental awakening seldom occurs until afterwards. An added year of education, given partly to academic work and partly to manual or trade training, would prove of incalculable advantage.

Through this added year aptitude might be discovered and capacity for self-support ensured in a way not possible when the child leaves school at fourteen and begins work without special training.

We have particularly emphasized the paragraph suggesting that twelve months longer at school would do much to make the child a more useful citizen, and therefore less prone to be out of work, though we doubt the ability of the Commission in bringing it to pass even with the suggested amendment to the Ontario Truancy Act, which would prac-

tically bring the age of leaving up to fifteen. Many countries even more advanced than Canada, have tried to raise the age limit of the school life, only to meet with failure.

### Insurance Against Unemployment.

The last part (No. 3) is probably the most valuable, at least from an informative point of view. It deals with insurance against unemployment and as we hope to take up this particular phase of unemployment again we content ourselves with giving below the full text of the chapter:—

Unemployment which is due to personal defects calls for special reference and will be the subject of a later report of the Commission. For unemployment resulting from the fluctuation or the temporary dislocation of business, workmen are not, however, responsible. The extent of this fluctuation in 1913 and 1914 has been the subject of a special enquiry. It was found that the average number continuously employed during 1913 by 651 manufacturing establishments was 78,039. During 1914 this number was reduced by 14 per cent. Applying the same measurement to all industrial operatives in Ontario as shown by the census returns of 1910 (without including the increased number employed in the intervening years and making all necessary deductions) it is found that the extent of industrial unemployment during 1914 equalled the full working time of at least 20,000 persons. This does not mean that the number stated was continuously out of work, but from the information obtained it would appear that the average period unemployment (1914) for not less than 70,000 industrial operatives was about 15 weeks.

Working men engaged in strictly season employment are not included in these figures. The number of these is not available but is known to be large. Their period of unemployment in 1914 is indicated by returns from the Building Trades, secured by the Ontario Bureau of Labour, in which the average number of "days idle" is estimated at 83. While in these trades a considerable period of idleness is, to some extent, provided for in the rate of wages, this is not generally the case in the manufacturing occupations of the Province.

To meet the conditions referred to, your Commissioners are of the opinion that some form of unemployment insurance is desirable in the interest alike of the workingmen and of the municipalities affected.

Representations have been made to the Commission in favour of compulsory insurance. But in this Province such a system will not be possible for some years, as there are no reliable statistics upon which to calculate the risks of unemployment. So far compulsory insurance has been adopted on a considerable scale only by the British Government. The calculation of risks was based, in England, on statistical data, furnished by the Labor Unions and extending over sixty years.

Denmark and France, unable to maintain a compulsory governmental scheme, have adopted other methods. Using that instinct of self-help which sometimes leads the best-paid workmen to provide their own insurance, they give state subsidies to Societies giving Unemployment Benefits. These subsidies make insurance possible, on a scale far greater than otherwise would be the case. As a financial safeguard, certain limitations of benefit are required. These limitations may be made less stringent as more information accumulates. Each extension, of course, increases the protection afforded by the system.

While it is not yet possible to provide for this Province anything so comprehensive as the British scheme of insurance, it is possible and desirable to establish a partial system by co-operation with associations of workmen.

Your Commissioners, therefore, respectively recommend:

- 1.—That financial assistance be given by the Government of Ontario to those voluntary associations of workmen which undertake to provide Unemployment Benefits for their members.
- 2.—That the assistance to such associations equal 20 per cent of the sums disbursed by them in Unemployment Benefits under regulations approved by the Provincial Actuary and sanctioned by the Lieutenant-Governor in Council.
- 3.—That the collection of statistics relating to the causes and risks of unemployment be entrusted to the Department of Labour recommend in this report.

### CANADIAN PUBLIC HEALTH ASSOCIATION.

We note that that excellent body of public-spirited men, who, under the title of the Canadian Public Health Association, meet from time to time to compare notes as to how each one in his own community can best build up a good standard of public health, is to have its Fourth Congress in Toronto, September 3rd. and 4th. We wish the Congress all success.

### A MUNICIPAL GOLF COURSE.

Since July 7th. Calgary has had its Municipal Golf Course, for on that day Dr. Costello, the Mayor, opened one of eighteen holes, which is the first to be owned by a municipality in Canada. It is possible that the only other golf course to be owned by a British municipality is that of Glasgow, Scotland, so that Calgary, while not exactly creating a precedent, has certainly set a good example to other municipalities in the Dominion.

### ONTARIO MUNICIPAL ASSOCIATION CONVENTION.

The Ontario Municipal Association in its annual convention, is taking up very seriously the Unemployment problem, as well as other practical subjects of the day. It is expected that as a result of the deliberations something tangible will be presented at the proposed conference suggested in our last issue, between the federal, provincial and civic authorities, together with representatives of the employers and employees. The full programme is published in another part of this issue.

### THE MUNICIPAL THEATRE.

To those who have dreams that some day Canada will have her municipal theatres, the following extract taken from an article by Mary Falton Roberts in the "Craftsman," will be of interest. Miss Roberts after giving a splendid description of Granville Barker's great outdoor production of the Greek war drama "The Trojan Women," finishes her criticism with:—

It is to be hoped that the presentations of Granville Barker will enlarge the need and enjoyment of outdoor drama until the time will come when our summertime histrionic productions will be as common a thing for us, as beautifully developed, as important in creation and staging as anything that we attempt indoors. It is quite possible that they may become the great dramatic opportunities of the people and that in time the people themselves throughout the country will realize how much they can accomplish in municipal open air theaters, where the people of each city or town write their own plays, produce their own music and stage and act their own drama. This would undoubtedly be the ideal people's theater. And no theater can do full justice to the people or people to the theater except it is born through their own efforts; in other words, all drama, as all music and all art should belong to the people. It should be born of their own creative impulse, developed by them, enjoyed by them. It is so that art was first created. It has only strayed into the theaters and libraries and museums through the exigencies of our foolish artificial, hothouse civilization. And if the people refuse to have art taken away from them and shut up in walls, if they insist upon living it themselves as well as bearing it, they will come into their own again in the art world, and art will be a part of their expression of life; and eventually all expressions of life will grow more and more simple and beautiful and joyous. This is what we hope for in our democracy, and we hope for it without an intervening period of suffering and sorrow and disaster. We would like to find this progress an outcome of our own delight in what is most free and hence most beautiful.

## ALL AROUND THE WORLD

### PUBLIC HIGHWAYS IN GREAT BRITAIN.

The mileage of public highways in Great Britain is approximately as follows: England and Wales, 151,472; Scotland, 24,816; Ireland, 58,334, making a total of 234,622 miles. At a cost estimate of \$5,000 per mile for an average width of 18 feet, and \$2,500 per mile for bridges, cuts and embankments, these highways must have cost at least \$1,750,000,000.

### LABOUR BUREAU IN SOUTH AFRICA.

The Johannesburg Labour Bureau, which is under the control of the municipal authorities, has issued an appeal to employers to make a point of applying to that office when filling vacancies in their staffs. The reason is that a considerable number are now returning from active service, and that number is likely to be increased soon. A portion of these men will resume their former positions, but it is anticipated that there may be some difficulty in finding employment for others who have had no guarantee of returning to former billets. Efforts will be made to secure employment for them, and thus prevent them from tramping about in search of work. The Bureau will recommend only those possessing the necessary qualifications.—South African Commerce.

### A MUNICIPAL RENTING AGENCY.

The city of Milan, Italy, according to the report of American Consul John H. Grout, has undertaken a municipal renting agency, principally in order to supervise, to a certain extent, hygienic living conditions among those occupying large workingmen's apartments or homes. First-class apartments and homes are also taken for rent by this municipal agency, which does not confine itself solely to the needs of the laboring classes.

The idea was first proposed by Dr. Pietro Ferrari at a tuberculosis congress in Milan, and a movement to establish such a renting agency, which had for its chief purpose the investigation of the hygienic conditions and locations of apartments and homes, was launched by the city authorities of Milan, taking as its guides the municipal renting agencies of Paris and Stuttgart.

Should an owner care to place his property in the hands of the municipal renting agency, the property is first inspected by the proper city officials, and a report is made as to its cleanliness and location. It is then entered upon the bulletin called *The Home*, issued free by the office and illustrated by maps of the city of Milan, showing the exact locations of the various vacant apartments.

Furnished rooms are not dealt with. No charges for services are made by the office, and the work has been taken up exclusively to benefit those who seek apartments or houses for rent. The bulletin, *The Home*, is re-edited and re-issued whenever necessity demands it.

In Milan there are very few "real estate agents," as known in America. All details of renting an apartment are usually taken care of by the "portinajo," or porter, who represents the owner of the building, and who is installed on the premises. Rents are payable every six months in advance, and notice to leave an apartment is usually given six months in advance.

### LONDON COUNTY TRAMWAYS.

London County Councils Tramways, the municipal street railways of Greater London, is a system that comprises 149.75 miles, of which all but 5.75 miles are electric. Passengers carried in the year ended March 31st, 1915, numbered 550,497,993, as compared with 522,952,640 in the preceding year. Car-miles operated in the year were 55,978,792, and the cost per car-mile of the electric railways, excluding war allowances, was 13 cents, while including war allowances, this cost was 13.6 cents a car-mile. The receipts on the electric lines were 19.4 cents a car-mile as compared with 18 cents a car-mile for the preceding year. On the horse car lines receipts were 19 cents a car-mile as compared with 16 cents for the preceding year.

### COUNCIL WISDOM.

Alderman D. Watson, Marylebone, England, recommends that while there is not so much pressure on the railways every borough council ought to take in deliveries and store coal in every possible corner. They are doing that in Marylebone.

### MUNICIPAL TELEPHONE SYSTEM RECEIVES MANY COMPLAINTS.

Trouble appears to be brewing at Hull, where the municipal telephone service is the only one of its kind in Great Britain, with the exception of the island of Guernsey. More than 280 complaints have been received recently, and the telephone committee is holding an inquiry into the working of the system. The manager of the Hull service states that complaints are inseparable from the telephone, and that subscribers are now changing their telephone numbers at a rate of 30 a week. The Hull municipal service has lost a large number of its employes within the last 18 months. It lost 39 per cent. when the national service was purchased by the government, and when the war broke out it was further reduced by 25 per cent.—Telephony.

### PARIS MUNICIPAL COUNCIL.

The Paris municipal council has imitated the example of the National Council and instead of following its general custom of filling its offices on the usual party lines, it has formed, in effect, a coalition government, and the posts have been divided between all the various parties that are grouped in the municipality. M. Mithouard, the president of the council, on being re-elected, made a easily possible, since their aim was not only quite clear, but also very elevated, for they desired nothing less than that the municipal government should reflect French public opinion itself. In following the influences of the present state of feeling in France the municipal council was, the president said, merely fulfilling its part in the magnificent moral effort which was welding together in one united whole all national desires.—Exchange.

### CITY PUBLICITY THROUGH MOTION PICTURES.

Through its Commercial Club, Grand Forks, North Dakota, is doing some publicity work by means of the moving picture. For several months the Commercial Club has had in circulation throughout the Northwest several films showing scenes in Grand Forks, and in the northwestern territory generally, including picturesque scenes from the western mountains, views illustrating advanced farming methods, and scenes from the "Pageant of the Northwest," which was produced on the occasion of the meeting of the Mississippi Valley Historical Society in the summer of 1914, and is in itself a remarkable feature. The pageant was planned and produced by a society of the State University of Grand Forks and depicts important scenes from the history of the Northwest, including the organization of the Hudson Bay Company, the exploration of the Great Lakes, the discovery of the Mississippi River, and the Lewis and Clarke expedition across the continent. These were all presented in costume, with appropriate lines. The pageant was staged in a natural amphitheatre on the university campus, where a little winding stream separates the level ground used for stage purposes from the spectators seated on the sloping banks on the farther side. This "Bankside Theatre," as it has been named, is being fitted up by the planting of shrubbery and the making of other improvements, for permanent use as an out-of-door theatre, and another pageant will be produced there this year.

The films have been in constant use all winter. The Commercial Club had them prepared at its own expense and under its own direction, and loans them without charge to communities desiring them. The demand for pictures, therefore, has been greater than could be met. It is the intention of the directors of the Club to extend the service another year.—American City.

# The Meaning and Practical Application of Town Planning

BY THOMAS ADAMS.

That there has been a good deal of confusion in the public mind regarding what is meant by "town planning" is partly due to the fact that the term itself does not adequately express the meaning intended to be conveyed by those who originated the town planning movement. A brief description of the history of the term may help to elucidate its meaning.

The town planning movement was very different in its origin to what is known in the United States as "city planning," and some reference to that difference will help the object of this article. For that purpose we have to ignore the actual meanings of the words "city" and "town," and treat the two terms "town planning" and "city planning" as conventional phrases that respectively describe two somewhat different movements—the first originating in Britain and the second in the United States. "City planning" in its more modern application probably has its genesis in the grouping and spacious lay-out of the buildings erected for the Chicago Exhibition in 1893. Springing from such a source it has developed into a movement for remodelling existing cities, especially in regard to the grouping and situation of their public buildings and parks. It has therefore been more concerned with the replanning of towns as they now are, rather than with the planning of new parts of towns or of new towns. The work of most City Planning Commissions in the United States, and the American impress which has been given to the work of some City Planning Commissions in Canada, such as that of the city of Ottawa, has been along these lines. As a means of providing an imaginative picture of what might have been, or of what could be if financial conditions permitted, it has fascinating features. But as a means of helping to solve the pressing economic and public health problems of our cities it has so far proved itself of comparatively little value. To accomplish that task we have to approach the planning of the city from the point of view of the administrator and the medical officer as well as from that of the artist and engineer.

## Broader Meaning of Town Planning.

The term "town planning," which originated in Britain, takes up the subject in this broader sense. Its chief attraction to Canadian cities at the moment arises from the fact that they are face to face with the need for conserving their financial resources, for improving the home life of the people, and for stimulating industry, as essential features of any scheme of planning for the future. This does not mean that the aesthetic features of town planning are to be ignored. These aesthetic features are of two kinds, the one concerned with the preservation of natural and spacious surroundings to all buildings in the city, and the other with the creation and grouping of beautiful public buildings. The former can be attained without much cost by proper planning, and the exercise of foresight in the lay-out of the land; it is part of the problem of combining healthy living conditions with a sound economic system of land development; it is a necessary part of a plan based on utility. The aesthetic features which have to be created at large public expense are, however, necessarily of the nature of luxuries, however important or desirable they may be in the building up of the ideal city. It is these latter features which take first place in many city planning schemes, with the result that such schemes fail to be of much practical value. City planning is a failure so far as it is solely concerned with the erection of beautiful buildings and the remodelling of existing streets and transportation systems, on the lines of the Chicago city plan, if these things are beyond the financial resources of the community which has to carry out the plan. On the other hand, what is known as the British system of town planning is concerned with laying healthy foundations for future growth by the exercise of wise foresight in regard to all problems of the city, including, of course, architectural and engineering problems, and in doing so to aim at conserving the resources of each community rather than in increasing its indebtedness by expensive schemes.

Some writers appear to assume that the modern British system of town planning had its origin in the Prussian Building-lines Act, which, by the way, is not a town or city

planning act in any real sense. The title of the German Act is *Fluchtliniengesetz*, meaning Building-lines Act, and the only other term it contains with any reference to "plan" is "*Bebauungsplan*" or simply "plan." "*Stadtplan*" i.e., town-plan, does not occur.

## Origin of British Town Planning Act.

The terms "town-plan" and "town planning" probably were first used in a descriptive sense to the movement in 1906 by Councillor Nettlefold in a speech delivered by him in Birmingham, and in the November following the phrase was employed by a deputation which approached Sir Henry Campbell-Bannerman, the then Premier of Great Britain, to urge the desirability of passing a Town Planning Act. The Town Planning Act, which was prepared by Mr. John Burns, and passed through the British house in 1909, was the ultimate outcome of that representation. We have to retrace our steps, however, to understand the origins of the movement. To a certain extent they arose from a study of German practice in controlling city development, a study started by Mr. Horsfall in his book on "The example of Germany." As a result of that study there arose a movement as strongly opposed to some of the results of German practice as it was favourable to other results. Behind the imposing fronts and palatial public buildings of German cities, which were secured by autocratic control of building operations, there was known to be appalling housing conditions—as bad as anything in Europe outside of some of the Slav cities of the south—and one of the points urged in connection with the need for town planning legislation was that it should deal with sanitation and amenity in connection with housing conditions as one of its most important features. Moreover, there has been in operation for some years in England a series of private schemes which had shown how much proper housing conditions could be promoted by town planning. The garden villages of Bournville and Port Sunlight, the garden city of Letchworth, the garden suburb of Hampstead and the schemes of Lord Lytton, Sir Richard Paget and other private landowners, all showed the way to a better system of developing land than had been possible under the by-laws which had controlled building operations in England since the Public Health Act was passed in 1875. It was really as a consequence of these schemes, stimulated to some extent by systems of building control in Italy, Sweden and Germany, that the Act of 1909 was framed.

## Town Planning Seeks to Prevent Rather Than Cure.

Thus it was that this Act had for its general object the securing of "proper sanitary conditions, convenience and amenity in connection with the laying out of land." That object, applied in a liberal and comprehensive way, means that it embraces all questions connected with new urban growth, whether it be in the suburbs of existing cities, towns and villages, or in the form of new cities, towns and villages. Only in an indirect way does it touch the question of remodelling existing conditions. It seeks to prevent rather than to cure—its primary object being to create satisfactory conditions for the future.

But although this emphasis has to be placed on the principal object of town planning, its value is not confined to areas undergoing the process of development for the first time. Proper planning helps to secure greater equality of land values by reducing heights of buildings and improving systems of transportation; it decentralises the demand for land and lessens the need for crowding the unhealthy central areas. It makes the suburbs more attractive to live in, improves the environment and raises the sanitary standard of the small houses. As the sanitary standard is raised unhealthy houses can more easily be condemned. It therefore helps to solve the problem of existing bad conditions by a flank attack which is more economical and valuable than a direct attack—and which makes direct measures easier to accomplish when they have to be resorted to.

Owing to the fact that the remodelling of existing conditions is almost prohibitive in cost in most cities this form of indirect attack upon the evils of unsanitary housing, congestion, and bad traffic conditions must be resorted to if we are to succeed.

## Public Ownership of Telephones in Canada

In a very interesting paper given before the Natural Independent Telephone Association of America, Mr. Francis Dagger explained the conditions which brought about Government Ownership of the telephone systems in the three Prairie Provinces of Manitoba, Saskatchewan and Alberta. The paper partially reads as follows:

Government ownership of the telephone service in Canada is, so far, restricted to the three prairie provinces of Manitoba, Saskatchewan and Alberta. Moreover, the governments of these provinces have not hitherto insisted upon an absolute monopoly, as the following table will show:

	Saskatchewan		
	Manitoba	ewan	Alberta
Municipal . . . . .	7	5	1
			(Edmonton)
Stock companies . . . . .	5	304	1
Co-operative . . . . .	14	42	...
Partnerships . . . . .	1	...	...
Individual . . . . .	7	9	...
Total systems . . . . .	34	360	2
Number of stations . . . . .	2,857	8,930	8,382

In order to quote accurate data and to enable fair comparisons to be made, I have been compelled to use the figures for 1913 as at this early period of the year those for 1914 are not available. I do not think, however, these later figures would have any effect upon the opinions you may form from the material I may place before you.

In order to better understand the motives which led these western provinces to adopt government ownership, it is necessary to explain the conditions which existed prior to the adoption of that policy. When the movement for government ownership started, the population of the three provinces was approximately 600,000. The telephone service outside of the cities was practically undeveloped, the Bell Telephone Company having less than 7,000 telephones, of which 4,000 were in Winnipeg. Immigration was pouring in, and business was booming, as is evidenced by the fact that the 1911 census shows a combined population of 1,324,000.

### Conditions Which Brought About Government Ownership.

What more favorable conditions could exist under which to inaugurate government ownership? Here we have a new country rapidly filling up and the ground only scratched in the matter of telephone development. What more opportune moment for three progressive governments to close their door to private monopoly can be conceived? Further than this, there existed the necessity for rapid development of the service to keep pace with the growth of the country—a development which private interests were not ready to take up, for private capital had much more remunerative fields to attract it, if rates were to be kept within reasonable limits. I think, therefore, it will be admitted that these provinces did the right thing at the right time, and the results have justified that policy. The older provinces of Canada have vastly different conditions to meet and for that reason I am satisfied that the same policy would not produce the same results in their case.

### Creation of the Manitoba System.

It was in January, 1906, on the motion of the late Hon. Colin H. Campbell, then attorney general, that the Manitoba legislature appointed a committee to inquire into and report regarding the various telephone systems in Manitoba and elsewhere, and to consider what changes were advisable in respect to the methods in force for furnishing telephone service to the public. They examined many official representatives of telephone systems and visited several cities in the United States. As a result of the committee's recommendation, the legislature decided that:

1. The telephone is such a public utility that it should be owned and operated as a government and municipal undertaking to serve the people as a whole and at cost.
2. That the government construct long distance lines.
3. That the local systems should be owned preferably by the municipalities.
4. That the government should build and operate the systems in Winnipeg, Brandon and Portage-la-Prairie, if those municipalities did not desire to operate their own services.

Legislation was passed giving effect to these recommendations, providing for the appointment of a commission and for the taking of a vote at the municipal elections on the question: "Shall this municipality own and operate

its own telephone?" Where this question was answered in the affirmative by 60 per cent. of the ratepayers voting, the municipality was empowered to build its own system or expropriate any locally-owned system which might be in existence, the government to guarantee the debentures issued for that purpose. The legislation further provided that where the municipality neglected to establish a local system, the residents could organize a company for that purpose.

The three months' campaign preceding the municipal elections at which this vote was taken, is a matter of history. The aggregate vote showed a majority in favor of the government's policy. In Winnipeg, the Bell stronghold, the vote carried by three to one. Accepting this verdict as a mandate from the people, the government proceeded to carry out its policy of government ownership. Contracts were let for the erection of a main central office building and the construction of an underground system in Winnipeg as a preliminary to the erection of a comprehensive long distance service throughout the province. A number of municipalities also proceeded to establish local and rural systems.

As the time approached for the completion of the Winnipeg system, the Bell company, which had hitherto refused to consider the sale of its plant, began to realize that the government was in earnest, and being confronted with a competitive war and the certainty of defeat, entered into negotiations with the government which resulted in the sale of the Bell system to the province in December, 1907, for the sum of \$3,400,000, or \$237 per telephone.

There is no doubt whatever that if the Federal Government had given the province the power to expropriate the Bell system considerably more than a million dollars would have been saved. But, having been denied that right, the government had either to buy out the Bell at the latter's own price or duplicate that system and enter upon a war of extermination which would have been costly to the province and disastrous for the Bell shareholders. It has been said that the government was too generous to the Bell company. One thing, however, may be said. It is that the action of the Manitoba government provided the speediest means of evicting private monopoly from the province, and rendered the acquisition of the Bell system in Alberta and Saskatchewan, a comparatively easy task.

### Establishment of the Alberta System.

In 1905 the Bell Company had less than 850 telephones in Alberta, more than half that number being in Calgary, which among cities of equal importance held the distinction of having the most obsolete and inefficient service in Canada. In the city of Edmonton, the seat of the government, the only long distance connection was with one telephone in a public toll station, which served as the terminus of the Calgary-Edmonton line, the company refusing connection to the 400 subscribers on the municipally-owned system.

This condition of affairs prompted the Alberta government in 1906 to vote \$25,000 for the construction of a toll line from Calgary to Banff, a distance of ninety miles. This followed, in 1907, by lines from Edmonton to Lloydminster, the Saskatchewan boundary (208 miles), Wetaskawin to Daysland (68 miles), and Lacombe to Stettler (62 miles). Exchanges were also established at Vegreville, Vermillion, Lloydminster, Camrose, Daysland, Stettler and other points.

By this time the Bell company had voluntarily opened up negotiations for the sale of its plant to the province. They were finally concluded in May, 1908, by the transfer of that system in Alberta for the sum of \$675,000, or \$245.50 per telephone; this amount, as in the case of Manitoba, being very much in excess of its value.

### Saskatchewan Enters Telephone Business.

Saskatchewan was the last of the three prairie provinces to take up the telephone question, but having once made up its mind, the government lost no time in putting its policy into action. In 1908 a report upon telephone conditions was submitted to the legislature and the following acts were passed:

1. The Railway and Telephone Department Act providing for the organization of a Department of Railways, Telegraphs and Telephones, with power to construct and operate telephone and telegraph systems, to acquire existing systems, and to issue 40-year debentures for that purpose, bearing interest not exceeding 4 per cent.
2. The Municipal Telephone Act, since repealed owing

## The Study of Civics in Our Schools

BY J. A. LIVINSON.

If one were to compare the advances made in the study of civics in schools in some of the larger cities of the American Union, with that accomplished so far in the schools of Canada, one would have to admit that this country must bestir itself in order that it be not outclassed by the United States.

Sir John Bourinot was one of the first citizens of this Dominion to advocate the introduction of the study of civics and politics in our schools. If I mistake not, I believe that he did so publicly at several of the meetings of the Royal Society of Canada. So also did Sir James Grant. Lapse of time seems to have acted upon us as a sort of pathological immunity. We insist upon forgetting the visions of our seers!

The connexity of public education with our topic will, upon reflection, be granted. It should, indeed, at this hour be an axiom that the school exists for public education. This was one of the uncontested facts brought out in the famous Hanus Report in reference to the educational system of the City of New York. The man who does not accept this proposition is out of gear with his times. To extend our sympathy to him for his attitude is the least we can do. Yet, we may assume, that sound logic may ultimately convince him.

It is the subject of this article (which addresses itself to educated people who feel contented with the present status of things, as well as to those persons who adhere to a more progressive attitude as to public education), to show how the school may come to the assistance of agencies battling for good civic administration, by making civics part of the school curriculum.

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From the ancient walled cities, from the ancient city-states, to our modern city, the student views with awe and wonderment the graduation the city evolution has gone through. To-day we behold the great cities emulating the cities of Hellas. They have their stadiums. They enact the "Trojan Women" in their improvised Grecian orchestra. Nay, their youth take their ephebic oath, and swear to be loyal to the city that gave them the beginnings of their educational development. With all this advance and emulation the feature that persists through it all is the complexity of civic life as it has come to be. Added to this is the ever encroaching interests of capitalism, and the "big industry" as elements which bear an influence upon civic rule or misrule. Then, too, there is the peculiar psychology of the up-to-date crowd in our cities who continue to elect misfits as their representatives in the Council Chambers. Thus has it come to pass that voters find the getting after the truth in civic problems so difficult that in their bewilderment they vote helplessly or not at all. Neutrality though a panacea to some of them, comes to be a curse, a blight, upon the community.

\* \* \*

To cope with this we must start with the youth of our elementary and secondary schools. But if the schools are to give this instruction properly, the school authorities must delegate groups of teachers who will take the matter under control. They should be solely responsible for the quality and content of civic instruction in our schools. To leave this teaching to the mercy of incompetent instructors is useless. I once heard ex-Recorder Weir tell a Montreal audience that every city manages to get the kind of government it deserves. However, I am sure many a city deserves better than it gets! Birmingham, England, is a typical example of a city that gets what it sets out to get, and then deserved it. In a word the schools may be

the saviors of the situation; the schools may lead us to the ideal city.

\* \* \*

Here let me narrate an experience that I had, and which bears out the thesis of this article. It was in the latter part of 1913 that I had my first opportunity to test the general knowledge, in civics and politics, possessed by a seventh grade class in one of the largest public schools in Montreal. The result of this improvised experiment unmistakably pointed to the conclusion that our boys and girls of the school leaving age, viz., thirteen years, knew but little of even the mere essentials of the subject.

Without any forewarning of their being interrogated I entered the class room, and put the following questions to the pupils, asking them to write down their replies:—

- 1.—Who is the mayor?
- 2.—In what ward do you live?
- 3.—Give the name of the alderman representing your ward?
- 4.—Who is the member of the legislature for the division in which you live?
- 5.—Give the name of the chairman of the Board of School Commissioners.
- 6.—Who is the superintendent of the public schools?
- 7.—Who is the Member of Parliament, at Ottawa, representing your division in which you live?
- 8.—Who is the Premier of the province?
- 9.—Give the name of the Premier of the Dominion.
- 10.—Who is the Leader of the Opposition in the Federal Parliament at Ottawa?
- 11.—Who is the Governor-General of Canada?
12. (a) Give the name of the chief of police.  
(b) Who is the chief of the Fire Department?

Before asking each question I took care to eliminate misunderstandings, because I wanted to feel satisfied that the pupils realized, at least, what I meant. I trusted to their general information to give me some kind of an answer.

Here are the percentages of correct answers:—Question (1) 76.9 per cent.; (2) 84.6 per cent.; (3) 80.7 per cent.; (4) Nil; (5) 3.8 per cent.; (6) 77 per cent.; (7) 11.5 per cent.; (8) 11.5 per cent.; (9) 57.6 per cent.; (10), 7.6 per cent.; (11) 53.3 per cent.; (12) (a) 42.2 per cent.; (b), 65.3

I will confess that this is a fair showing of cosmopolitan group of pupils. I did not anticipate that the answers would be comparatively of so high an order. However, it indicates that there is room for further work to improve the knowledge of such matters.

The school and the community should not be a phrase but a reality. It is folly to divorce the two. It would be well nigh a crime if "the people" look on, and do not raise their voices to demand reforms with regard to the education in citizenship of our youth. Our youth have far too long departed to "a far country"—let us lead them back! The reader, after perusing the foregoing, will see the justification in declaring this proposition:—

"In not doing its share of inculcating more information about civics, the work of the various departments of the city, as well as the methods of provincial and federal administration, those who are delegated with the solemn duty to look after and direct the development of our children in the elementary and secondary schools, throw themselves open to the serious charge of nurturing a 'laissez faire' policy."

I most earnestly advocate the efficient instruction of civics and politics in our schools because the possibilities for good that the city and country may derive therefrom are far-reaching.

## Public Ownership of Telephones in Canada--Continued

to the decision of the government to operate the local exchanges.

### 3. The Rural Telephone Act.

The last-named act is remarkable as being one of the most progressive examples of legislation in the interest of rural telephone development on this continent, for the reason that it provided that the government may furnish, free of cost, to rural companies the necessary poles, up to 30, for each mile of line to be built.

The legislation resulted up to 1913, in the establishment of 304 rural telephone companies, serving approximately 8,000 subscribers.

In April, 1909, the government purchased the Bell sys-

tem in Saskatchewan for \$367,500, or \$175 per telephone. A month later the plant of the Saskatchewan Telephone Co. was acquired for \$150,000, or \$140 per telephone. These purchases placed the government in possession of all the long distance lines and, with a few isolated exceptions, of all the local systems in the province.

It is interesting to note that in 1913 there were approximately 24,000 telephones in Saskatchewan, whereas in 1905 the Bell Company, which had a virtual monopoly, was only furnishing service to 350 subscribers, truly a sad commentary upon the public spirit of a corporation which the Federal Government had declared to be "a work for the general advantage of Canada."

## Purifying Sewage by Blowing Air

BY R. O. WYNNE-ROBERTS,

The photograph given below illustrates a small experimental plant recently installed at Regina to see what could be done by blowing air through sewage. The aeration of sewage is by no means a new development, for Messrs. Dibden and Dupre conducted experiments on the aeration of London sewage prior to 1884, and since then many have tried to purify sewage by blowing air, but the results obtained were unsatisfactory. The process was not the same in these experiments; in some instances air was applied to sewage in tanks, others to sewage as it filtered through gravel and sand. Some tried aeration on precipitated sewage, that is after the bulk of the sludge has been eliminated, but no appreciable change was noticed. Later on, the Massachusetts State Board of Health made some experiments at Lawrence, on the cultivated algae, which imparts oxygen to the waters in which it grows. More recently, Fowler and Mumford inoculated sewage containing some iron salts, with a certain organism, and by aeration obtained a well clarified effluent.

Following on this, Messrs. Ardern and Lockett, of Manchester, were able to aerate sewage and obtain excellent results. It was with the object of trying Ardern and Lockett's method of sewage treatment that the writer had two 600 gallon tanks installed at Regina. These tanks are ordinary rain water tanks, with narrow vertical glass windows inserted to observe the process. One tank, that on the right, was connected to a small centrifugal pump, so that the sewage was withdrawn at the bottom and returned over the top. In its return, however, the sewage was made to pass through a constructed throat, similar to an injector, causing the velocity of flow to be greatly increased, and air to be thereby drawn in. The mixture

and by this means no doubt the air was held in contact with the sewage for a longer period than if the air was distributed over the entire tank floor. Pail sewage was also placed in No. 1 tank.

As Ardern and Lockett found that about fifteen cubic feet of free air was necessary per square foot of tank area per hour, the experiments were conducted on this basis as far as was possible. The air was measured by means of a 3-8 inch circular orifice in their brass plates. In No. 2 there was a negative pressure due to suction, and the height in inches that water was drawn up a glass tube gave the information, by which the quantity of air drawn in, was computed. In No. 1 the pressure was positive, and the brass plate was inserted in the air pipe; a water gauge indicated the different pressures on the inlet and outlet sides, and the differential pressure afforded the data for computing the quantity of air that was supplied. An electric motor was belted to the centrifugal pump and air compressor, and the entire plant was simple in arrangement, easily taken apart, entirely open to inspection and was cheap to operate, as it was located in the boiler room of the Power House in the City, and operated by the men there employed.

There are points in this method of treating sewage that require careful attention, especially in certain parts of Canada.

The temperature of the sewage must be maintained at about 60 deg. to 70 deg. Fahr. If it falls below 50 deg. Fahr. for a prolonged period, the results are inferior, while if the temperature exceeds 85 deg. Fahr. it has a marked effect on the results. Some waters in Canada normally have a low temperature, and in winter time the temperature of sewage at the Disposal Works is not much above freezing point. In such cases the air will require to be heated, which can be easily done.

The quantity of air required to aerate sewage for effectual oxidation must be steadily maintained, and thorough diffusion produces much better results than jets. There are porous plates on the market to diffuse the air as it discharges into the sewage, and doubtless it will be possible to use various materials for this purpose. There is a careful and consistent effort now being made to reduce the quantity of air required. In fact, certain investigators are obtaining excellent results with less than one half the quantity of air already mentioned. An increased depth of the tank will keep the air in contact with the sewage for a proportionately longer period than shallow ones, and the aim of experimenters is to devise a method by which the oxygen of the air is thoroughly absorbed in its passage through commingling with the sewage.

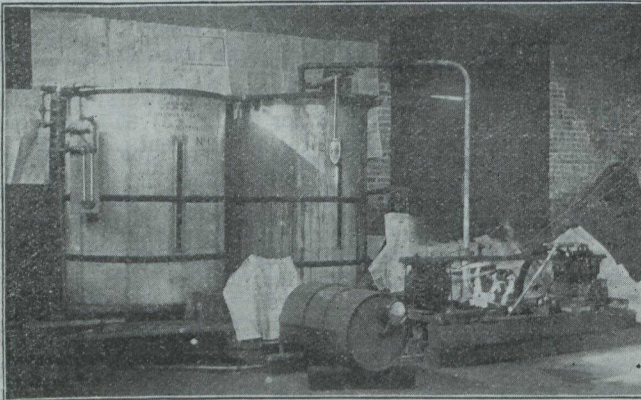
Messrs. Ardern and Lockett aerated one portion of sewage until it was thoroughly nitrified, they then decanted the superirant water and added more sewage. The process was repeated until the quantity of activated sludge accumulated amounted to about 25 per cent. of the capacity of the vessel. They found that it took about 6 weeks to purify the first portion, and after decanting the superirant water and adding fresh sewage, it took much less time to purify the second charge, and so on until the time required was reduced from 6 weeks to 6 hours. Indeed, at Salford, England, excellent results are daily obtained by blowing air into sewage for 1½ hours.

This process is applicable for diluted sewage, and for concentrated sewage. The writer is informed that the results obtained with Chicago packing house sewage, which is probably the most difficult in America, leads the investigators to be optimistic. It is being applied to refractive sewage containing large quantity of trade waste and the engineer in charge expects to reduce the cost of treatment down to about one-half that when using lime and chemicals, and obtain superior effluent.

The sludge in the process is brown in color, gelatinous in consistency, separates from water easily and becomes granular when dry. It contains a high percentage of fertilising constituents and will probably be in great demand for gardens, etc.

The writer saw at the Illinois University several pots of wheat grown under identically the same conditions, but fertilized with different manures. That fertilized with

(Continued on opposite page



Experimental Plant at Regina for Testing Sewage

of sewage and air passed down a vertical pipe in the centre of the tank, and discharged against a conical deflection plate which threw the current outwards to the perimeter. Owing to the surplus energy applied to the sewage in this case, the temperature rose gradually from 58 deg. Fahr. to 87 deg. Fahr., and the result that the biochemical changes were probably intensified. The first charge of sewage was that got from the Disposal Works, which is located about three miles from the centre of the city. After two days blowing some concentrated pail sewage was put in and this was repeated several times, so that the contents of the tanks were highly concentrated, and evil smells might be expected, but were entirely absent. The sewage in No. 2 tank was kept in a state of vigorous commotion and circulation, and its character were different to that in No. 1 tank.

In the case of the other tank—No. 1—the air was compressed by means of an old Ford automobile engine. The air was discharged into the tank in a diffused condition through perforated pipes wrapped with canvass sleeves. There was an old gasoline barrel inserted on the pipe line to act as a receiver and to remove the pulsations caused by the compressor. In this case it was a system of straight blowing in of air under slightly greater pressure than that due to the depth of sewage. The distribution pipes were placed on one side of the diameter, and the air in raising to the surface, caused a very perceptible current,

## Hygiene and Poverty

In "The Public," Bolton Hall gives a very interesting criticism of an address that had been given on the subject of "Hygiene and Poverty" at a Health conference held in New York. In part, he said:—

"I do not refer to the address in order to try to make this Conference responsible for it; but it is so characteristic of popular methods, that I think it better to call attention to it rather than to attack any particular Conference.

"After showing that the United States infant mortality, which means dying before the end of the first year of life, reaches a quarter of a million each year—that out of every thousand who die under one year, one-third die of intestinal diseases, nearly a third from weakness and diseases of the lungs, he says: "A large number of babies die a short time after birth because they are too weak to survive. One of the most important causes of this is the dire necessity which forces prospective methods to engage in industrial pursuits. Other great causes are the under-nutrition of mothers. . . . Poverty and ignorance go hand in hand with infant mortality."

"Another man-made condition," he continues, "overcrowding, is powerfully operative in bringing about the deaths of infants."

"Now for his remedy. 'In the first place, we must have local knowledge of the situation, so that we may know at all times, (1) how many babies are being born, and (2) how many die (as if quarter of a million were not enough to call for action), and (3) what they are dying of. In the next place, we must have efficient death registration.'

"Our next point of attack is housing," he says. The next thing is proper supervision of the milk supply, and 'there remains for discussion the other two great causes for undue prevalence of infant mortality—poverty and ignorance.' For these he prescribes proper, intelligent care of infants, to see that the mother is instructed, and that 'means shall be provided to furnish her with'—with what? With money or work? Not at all. 'With supervision and advice as she needs it.'

"That is characteristic of all charity. To get a few little footy subjects and causes, either too unimportant or too general to be objectionable to anybody. Social service, municipal needs, public health, delinquency, families, and to neglect the weightier matters of the law, justice and mercy.

"Poverty and ignorance! What have we in this programme that has any tendency—what have we in any of our programmes that has any tendency to eradicate the needless poverty of which ignorance is the daughter? You social workers know that when dire poverty prevents even proper nutrition, when sufficient means can not be provided either by the other or by you, to teach that mother what the baby ought to have is a mockery.

"Now, I have here also the report of the United Hebrew Charities. On page 34 there is a table showing the causes of distress among applicants. 'Lack of work and insufficient earnings' account for 32 per cent.; 'sickness' for about 33 per cent.; "intemperance" comes in for the startling total of about one-fifth of 1 per cent. of all causes, and 'immorality' about the same. All the rest, 'accidents,' 'defects,' 'widowhood,' 'separation,' are nothing in the world but mere results of lack of work and insufficient earnings. Most of us here when we get old or get hurt or get sick or get a divorce, do not suffer from poverty or go to the charities. We have other resources. These people have no resources but work, and as that work is scarce and manifestly gives them insufficient earnings, they come to the charities.

"It was with great difficulty, as most of you who are active in this work know, that we got the subject of unemployment considered here at all, and the spirit that made the difficulty is what will not let me rest.

"What should you think of a doctor who would say, I am aware that the sputum is the main cause of tuberculosis infection—but until we can eradicate infection there will always be tuberculosis, and my supporters are interested in handkerchief making so we must say nothing about destroying the germ.

"Nobody accuses Huxley of having been a radical. Listen to what he said, 'Anyone who is acquainted with the state of the population in this (Birmingham) or any other of our great cities, is aware that among a large and increasing proportion of the population that condition prevails which the French call "La Misers"—a condition in which the food and warmth and shelter necessary for the proper functions of the body can not be obtained.'

"Does anyone claim that we are nearer to changing that state of affairs than we were forty years ago when that was written? Prof. Scott Nearing of the University of Pennsylvania writes in his 'Wages in Organized Industries': 'The wage rate of four-fifths of the males (employed in these seven of our most progressive states) falls below \$750; a third below \$500. Among female wage-earners the scale is much lower. Three-quarters or four-fifths are paid less than \$500 per year. These statements make no allowance for unemployment, which is a constant irreducible factor.' And yet we know that man is a land animal, that the Pilgrim Fathers, like Adam, had nothing, not even charities, for their support except the land, but that the earth as was prophesied, brought forth abundantly 'to satisfy the desire of every living thing.'

"And yet, with all our Conferences we charity people say never a word about the hundred and ninety-three thousand idle and vacant 'lots,' many of them covering dozens of acres right in the City of New York, lots that might be furnishing employment and producing wealth. Why is that? Oh, don't let us go to the root; we might alienate support by radicalism of that sort.

### PURIFYING SEWAGE.

activated sludge was stronger, more vigorous and higher, whilst it is expected that the quantity of grain produced will be greater.

Up to the present the activated sludge process is operated on the fill and draw method. The tankful of sewage is aerated for a specific period, depending on the strength of the sewage, and the measure of purification required. The aerated sewage is then allowed to rest to allow the sludge to settle, then the superatant water and some of the sludge are withdrawn and a fresh charge of sewage run in. This means that with two hours' aeration, two hours' resting and filling the same tank can be charged six times per 24 hours. It entails some labor to attend to filling and drawing. It has, however, the virtue of being under control. The periods can be changed according to the strength or quality of the sewage or the degree of purification demanded, and the tanks are not necessarily elaborate or expensive. Many engineers, nevertheless, desire to have the process operated continuously. Tanks have been designed for this work. Baltimore has utilized an Emscher tank for this purpose, and great interest is manifested in the experiments now being conducted in that city under the joint direction of the officials of the Sewerage Commission and the Federal Government. Inter-

esting experiments are being conducted at Milwaukee, where the advice of Dr. Fowler and his collaborateurs has been secured.

The efficiency of the activated sludge process is practically assured. What is now being investigated is the cheapest way of applying it.

The field for independent research in this connection in Canada is great. Many conditions are similar to those across the International boundary, but there are others which are peculiar to certain parts of Canada, viz., low temperatures, demand for fertilizers.

### VACANT LOT MOVEMENT.

The Vacant Lot Gardening Movement has been exceedingly popular in Regina during the present year, and it is estimated that over 2,000 lots are under cultivation for market gardening in excess of those of last year. Some of the Retail Merchants are co-operating with the vacant lot gardeners in the matter of the sale of their produce, one of the largest departmental stores even having gone to the extent of setting aside a portion of their basement as a market. The result has been a material reduction in the cost of vegetables.



## The Imperial Year Book

Twelve months ago this Journal was amongst the first to give welcome to the Imperial Year Book for Canada. We classed it as an "encyclopedic review and gazetteer of the Empire compiled for Canadians." In the Second Edition, which is just out, we have stronger evidence that our verdict was correct, for there is no doubt that the new volume is the acme of concentration in facts and their bearing on the Empire's growth—and particularly as they affect Canada. Every phase that makes up the National and Imperial life is touched upon—geography, history, commerce, resources, agriculture, manufactures. Each group of figures in the book means something, and the explanation is given in easy language so that no one need miss their significance, and as introductions to the different sections are to be found articles which in themselves are worth the money asked. In fact, as one goes through the book he is struck with the tremendous amount of energy and brain work that must have been expended to bring about a compilation, which, while, world-wide in its scope, is so orderly arranged that the reader is not muddled but helped in his study of the resources of his country, the potentiality of which before, though a native, he knew so little. In the new Empire of Greater Britain, which will be the outcome of the war, Canada will be a larger factor than ever in its control, and in its building up, and it is well that her people should be able to grasp the tremendousness of their birthright now being bought at such a terrible cost on the fields of Flanders, and one cannot conceive anything more valuable in enabling them to realize this than the Imperial Year Book for Canada.

Albert Southall, the compiler and editor, has given five years of his life to produce the two volumes. He has studied enough blue, yellow and white books to fill a good sized warehouse, and in reducing the whole to 650 pages he has added just that touch of genius necessary to make his figures live. He has reduced the units of the Empire, to tabloid form—he takes his readers, in imagination, to the uttermost parts of the earth, and there shows them goods "Made in Canada." Not much, it is true, but sufficient to convince thinking Canadians of the possibility of a Canadian sea-borne trade. Evidently determined to convince Canadians that Germany's overseas and British Empire trade is now at their own door (if big enough to take advantage of it) the compiler adds two columns to every trade table showing Germany's trade with the country denoted. But to our mind the significance of the trade section of Southall's book is that Canada has only been playing at the export game; that if she is to become the great manufacturing country her well wishers would have her, she must make a serious effort to secure a larger slice of the trade of the Empire and foreign markets.

As to be expected in a publication of this class the Imperial Year Book is divided into sections and into sub-sections, and while each one is complete in itself, the whole is so worked as to show the dependence of the one on another, thus exemplifying the biblical saying that no one lives to himself alone.

Reversing the usual order of starting with the municipality the book opens, after giving a synopsis of the Royal family and the Imperial government, with

the Dominion, tabulating the work and ramifications of the federal government and its departments. In addition is given every society of a national character. Then every province is dealt with, showing more than anything else the autonomous significance of the British North America Act. The civic life of the country is given last. In this section is shown the particular legislation governing the existence of the cities—their population, etc.

The section devoted to the Empire takes up about 150 pages, opening with one of the articles already mentioned as being worth the price of the book. The article in question, which is really a sketch of the growth, development, peopling and financing of the Empire, strikes a clarion note of sane imperialism, as the following extract shows—

"The Empire has been termed a growth, each part having been acquired by conquest or exchange, and what are now known as the self-governing Dominions gradually peopled by emigration from Great Britain—the immigrants intermixing with peoples from other European countries who have settled in the British Overseas' Dominions."

"But it must be remembered that for long before the exodus of the people of Great Britain to the overseas' Dominions, largely because of economic conditions, those Dominions were being prepared by pioneers who, crude as they were in their living, in their great fight over almost unsurmountable obstacles, were blazing a trail of Empire which was the equal, if not so romantic, of the work of men whose names are written in the book of fame, and Canadians, as inheritors of the results of their life-long sacrifice, cannot help but be proud of their memories. The same is true in Newfoundland, in Australia, in New Zealand, in South Africa. In fact every community of Britishers, outside Great Britain itself, is indebted to these unknown pioneers for their opportunities."

What might be termed a special section of the volume, and one invaluable at the present moment, is the twenty-five pages of war events, giving in a few words the reason of the war, and Great Britain's part, the almost daily events, and the splendid rally of the Empire in men and gifts. Especially interesting, too, to Canada is the part devoted to India, which, while an entity in herself—not only because of her many races, her religions, her vast population and her great area—but because she is an Empire—is yet part of the same great empire as ourselves, and since the Hindoo question has been a vexed one in Canada, a better knowledge of our Eastern possession is now given to us in the new volume.

Altogether the Imperial Year Book is a splendid compilation of the Empire events, of the Dominion's part since Confederation, and of the opportunity of the twentieth century's being Canada's in spite of the terrible war now raging in Europe, and of which she is doing her share, and the best congratulation we can offer the editor on his achievement is to urge our readers to have a copy on their desk, or in their libraries.

The Imperial Year Book is published at 221 Coristine Building, Montreal. Price, \$1.50. Cloth cover.

# Municipal Affairs in British Columbia

By COUNCILLOR LOUETET.

## Collection of Taxes.

The collection of taxes has occupied the attention of a majority of the municipalities for the month of July and the results in most cases are considered satisfactory, taking into consideration the present dull times.

In many municipalities collections were not far behind those of last year, and redemption of properties which fell to municipalities at the 1914 tax sales has materially increased the amount estimated earlier in the year.

Most municipalities report an increase in the payments of arrears, and a slight decrease in the collection of the 1915 taxes. In cities where the tax rebate period has not yet expired, the amount so far collected is much below what was expected, but an improvement may be apparent as the last date for rebate approaches.

Tax sales have been held in many districts, and were well attended. On good residential properties bidding was brisk, but business property in most cases fell to the municipality. The statement of Sir Richard McBride that the tax sale redemption period might be extended to two years kept many from the sales and his proposal that the extension might be made to apply to the 1915 sales is not favoured by the municipalities, and by many is held to be unconstitutional.

There is a strong feeling that tax sale legislation should be radically changed in such a way that the municipalities would be amply protected without the owner having to lose too much. It has been proposed that the redemption period should be done away with, and the property sold outright at auction when two or three years taxes are in arrears. In this way a better price would be realized and the surplus paid over to the defaulter.

The question will come before the Union of B. C. Municipalities in September and a recommendation forwarded to the Government.

## The Unemployed.

Another vital question to be taken up this year is that of the unemployed, who are likely to be in bad straits this winter. The various municipalities are doing their best, but the burden is unequal and no concerted effort has been possible. It is felt that the government will have to take hold of the question and evolve a uniform method of dealing with this problem.

One municipality is making new roads, another is cutting cordwood and selling at cost, while another is successfully clearing and grading land for owners at low figures, subletting to the unemployed and supplying tools, supervision and advice free.

## The Jitney Again.

The jitney question has come up again in Victoria, where a party injured by a jitney claims that if the owner of the car cannot pay damages the city should, it having failed to pass regulations for the traffic. The city council promptly filed the request, which was made through a firm of solicitors.

## Municipal Assessment.

It is understood that the city of Victoria has appealed the recent decision of Judge Lampman, in the assessment appeals case. The following extract from the written judgment should be of interest to many municipalities:

"As to values generally nothing has occurred to alter my opinion given in the Wilson case. The evidence in the subsequent cases confirms me in my opinion. Some additional facts were brought out, and Mr. Griffiths (the

assessor), although bravely trying to keep the prices up to the 1912 pitch, said with great candor that the reason of the collapse of the boom in 1913 was the inability of those speculatively inclined to borrow more money.

"In fixing the value of Douglas Street property, I have not taken into consideration the large local improvement tax, although I am not at all sure that I am correct in this. It is a feature that an intending buyer would scrutinize closely, and two or three witnesses stated that on that part of Douglas street which was widened they would not accept a lot as a gift because of the high local improvement tax. In other words, they said that many Douglas Street lots are now a burden rather than an asset. If this is true, and I am very much inclined to think it is true, it is very serious, as the rest of the city will have to pay for this street's so-called improvement. Waterfront property, and what is known as semi-business property, have been assessed at about double their value. Outside one or two new wharves, none of the witnesses could mention anything new on the waterfront in the last five years, and that part of the waterfront between Laurel Point and the Outer Wharf is less than it was about twenty-five years ago—about that time the steamers R. P. Rithet and Elizabeth Irving were built there. It will be soon enough to put fancy prices on water lots when there is some indication of factories coming here, although manufacturers are not given to paying fancy prices for mill sites. Besides, the case of the Taylor Mill would suggest that the problem of the immediate future will be how to keep our present industries rather than how to get new ones.

"A great deal of difference of opinion seems to exist in regard to the advisability of a high or a low valuation. Some people profess to think that a high valuation is good provided there is an equal basis of valuation. What seems to be overlooked is that the truth should be endeavored to be arrived at. The assessment roll is an official record, and it should state the truth. The assessed value of all the property in the city is submitted to money lenders, who make loans to the city, and if the value there set forth must exceed the true value, I would prefer not to be a party to it. The Legislature has provided that the measure of value shall be the actual value—not double the value.

"Because all are taxed the same even in case of inflated values does not justify the inflated values. What would one think of a lot of witnesses—those on both sides—meeting before a trial and all deciding to lie, and justifying themselves by the fact that the result of the litigation would be the same?"

Victoria is not the only city to which these remarks might be applied, and while a reduction in assessment may be a blow to the pride of many municipalities it will undoubtedly be for their ultimate good, and their credit need not be materially affected.

The old standard wage of \$3 per day of eight hours has been done away with, and the rates now prevailing vary from \$2 per day in rural districts to \$2.25 and \$2.50 in the larger cities and suburbs. Relief work is paid for at the rate of \$1.50 to \$2.00 per day. The \$3 rate still obtains in some sections, but mainly in those where little or no work is being done. The question of uniformity in the wage scale may be taken up by the U. B. C. M. at its annual meeting, which will be held at Chilliwack this year.

## JOHN BURNS ON TOWN PLANNING.

So long as casual labour broods in squalid lairs in sunless streets and ugly dwellings are its only habitation, we shall continue to turn out nervous manikins instead of enduring men. Motherhood, childhood, youth, society, and the race demand the demolition of the soul destroying slum. The mean street produces mean men, the lean and tired women and the unclean children.

"Plan the town if you like; but in doing it do not forget that you have got to spread the people. Make wide roads, but do not narrow the tenements behind. Dignify the city by all means, but not at the expense of the health of the home and the family life."

## ALGONQUIN PARK.

Just the out-of-the-way sort of place is Algonquin Park for a perfect rest and holiday. Two thousand feet above the level of the sea—the highest point in Ontario—the air is rare and pure. Splendid fishing, canoeing and boating. Good hotel accommodation at the Highland Inn; also with the log cabin camp hotels in Smoke Lake and Island Lakes. Write J. Quinlan, District Passenger Agent, Grand Trunk Railway, Montreal, for handsome illustrated pamphlet telling all about it.

The thing that lives in history is not the event, but the written account of it.

# REVIEW OF CIVIC IMPROVEMENT

Conducted by

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## HAS THE "BOARD OF CONTROL" SYSTEM FAILED?

By W. H. ATHERTON

The existing form of civic government in Montreal being that known as the "Board of Control," an Anglo-American Municipal system of recent origin, a brief sketch of the steps leading to its adoption is necessary to understand any proposed scheme for its modification or suppression.

Up to 1900 the essential principles of the English system of Municipal government, viz., that by a Mayor and Council, with a multiplicity of Committees had prevailed in an Americanized form on this continent—in the United States and Canada.

That year Galveston, in Texas, was ruined by a great tidal wave which spread destruction all around. In its dire distress and extremity, the old form of municipal government was found too cumbersome to meet the emergency which required the physical reconstruction of the city, as well as that of law and order.

### The Rise and Progress of Commission Government.

Five men were appointed by the State to build up the prostrate and bankrupt city. This simple temporary experiment produced immediate and wonderful results, especially in the financial outlook, due to the conscientious and faithful administration of the small commission of five. It was continued as a permanent system and the international fame of its success soon caused its example to be followed by many cities on this continent, which are more or less modelling their charters on what is now called the "Commission" form of government. The term "commission" is, however, somewhat of a misnomer, if by it is understood a State or Provincial commission, for even Galveston which started with a State commission, and which was then followed shortly by three members appointed by the State and two elected by the people, shortly found it necessary, after the emergency was passed, to have all the members of the "Commission" elected by the democracy. The name "Commission" is, however, retained for historic reasons and also to distinguish the form of civic rule by a small Board of Directors, as opposed to the old form of "A Mayor and Council" with the numerous representatives from the wards.

The progress of "Commission" Government may be briefly told. In 1905 Houston (Texas) followed Galveston. In 1907 Des Moines (Iowa), while adopting it made the first great divergence from the original simplicity of the Galveston Charter by introducing the Initiative, or power of the people to have any proposed ordinance submitted to the Board, the Referendum to the people, e.g., on all franchises, and the Recall of unworthy commissioners, as three checks thought to be necessary to be placed in the hands of the people to safeguard the city from the possible caprices of five men, who after election might wish to act independently of, or beyond, or below, the mandate of the democracy that elected them.

But these powers have been but little used, the most effective check being enlightened public interest.

The Des Moines Variation which became known as the "Improved Plan" of the Commission form of government, has been largely followed, and by June, 1914, there were in the United States 327 cities and towns of 2,000 population and over, which had thrown over the old system of a multitude of Councillors and had embraced the Oligarchical method.

Of these cities, more than 83 had populations of over 25,000. Few large cities, however, have fallen into line, for it has been gravely doubted whether "Commission" Government, with the election of a few men at large, could be applied to cities with a population beyond 100,000.

In the year 1910, however, Memphis in Tennessee, with its population of 131,105 embraced it. It remains for it to be further tested by experience in larger cities.

In Canada, Commission Government, properly so-called, has only been followed by St. John, N.B., and Lethbridge, Alberta.

### The City Manager Variant.

Here we may mention as an offshoot from the new form, the office of a City Manager, or a Commission-manager, who is chosen by the members of a commission, acting as the city directors, to manage the city as their executive officer, on the same lines as the manager of a business

concern is chosen to run a company's affairs, under the policy of a Board of Directors. This system has not had a long trial. It began with Staunton, Va., in 1909, and the plan was more elaborated at Sumter, S.C., in January, 1913, and is now being followed by Dayton in Ohio and about fourteen other small cities in the United States. In Canada, Port Arthur, in Ontario, and Westmount, in Quebec, are the only places which have adopted the Commission-Manager, though modification of the City Manager in the form of an official who has been styled a "commissioner" has been introduced in Canada at Saskatoon, Moose Jaw and Edmonton.

### The Success of the "Commission" Idea.

In general, the "Commission" form of Government for cities of a certain size, as mentioned, has been claimed to be highly successful. It has by its simplicity, simplified government, rendered administrative expedition possible, facilitated the election of better men by election at large, tended to economy, increased official responsibility, is susceptible of flexibility, does away with log rolling, assures publicity, and better enables the public to understand the progress of municipal politics, than heretofore. While it is yet on its trial in its entirety, still the Commission idea has had a considerable influence, in the modification of many civic charters which have not adopted the form of Commission government in its simplicity.

Indirectly, it has stirred up the people to take a more democratic and personal interest in civic affairs, and has led them to demand a better quality of efficiency and honesty in their civic rulers which some think the most useful and certain features in the new experiment.

As an instance of cities that have not adopted the Commission form, but have been affected by it in their charter reforms, we may quote Boston, Montreal, Toronto, Winnipeg and Vancouver.

### The Case of Boston.

Boston in 1909 rejected the small Commission form, but in its new charter it provided for a council of nine men elected at large (three each year for a term of three years) a mayor elected for four years, but subject to recall at the end of two years, if the majority of the city's registered voters should so request at the preceding general election. In order to secure constant publicity in the conduct of the City's business, a State Board of inspection, called a Finance Commission was created, whose special duty is to find out and disseminate information and to institute investigations.

Section 18 of the Amended City Charter of 1909 runs: "It shall be the duty of the finance commission from time to time to investigate, and all matters relating to appropriations, loans, expenditures, accounts and methods of administration affecting the city of Boston or the county of Suffolk, or any department thereof, that may appear to the Commission to require investigation, and to report thereon from time to time to the Mayor, the City Council, the Governor or the General Court."

### The Board of Control Compromise in Canada.

In Canada, where the English system of the "Mayor and Council" has not suffered much change, there has been grafted upon it in Toronto, Winnipeg, Vancouver, and Montreal, a plan which arose independently in Toronto, out of a committee of the Council, known as a "Board of Control," whereby now an executive Board of five men elected at large and called "commissioners" or "controllers" has been added to the existent form of City Council, with its aldermen elected as hitherto by wards. This Board of Control acts as an executive or constructive body, while the Council has been restricted mostly to legislative functions. The Board of Control has become practically the initiating and governing body, while the council has become theoretically the check on them in the public interest, as well as being the legislative chamber. It has the great advantages of: (1) Centralization of business; (2) fixing the responsibility; (3) election at large.

### The Case of Montreal.

With regard to Montreal, we may recall here the historical causes leading in the change in the City Charter. Up to 1909, the English system prevailed, but it had to be modified drastically, owing to abuses arising principally from the complicated system of about eleven standing committees, composed of members of the Council, about seven to each committee, who delayed business, and made the City

Government a bye-word of reproach in the Dominion and the City.

The report named "23" aldermen as guilty of malversation, but, unfortunately, no judicial action was taken in the Courts, and this famous report had only an academic value.

Meanwhile, charter reform was eagerly discussed. There were those who angrily demanded the abolition, root and branch, of the old form of Government. This was thought too advanced, and eventually a compromise was effected by which the number of aldermen was reduced to one for each of the thirty-one wards. Super-imposed, however, on to this council, there was a "Board of Control" of five men—all highly salaried officials, elected at large, one of them being the Mayor—who should be the financial, executive and constructive body, with such powers of initiative that on reporting to the Council any important budget for ratification, a two-thirds majority should be necessary to reject it. The object was to circumscribe the Council in financial deals, especially—an arrangement never very heartily agreed to by the latter, and the source of the constant friction which has ever since been developed between the two bodies.

#### The Early Success of the Board of Control.

Yet this Anglo-American experiment succeeded mainly because of the greater simplicity of the new machinery and the enlightened and aroused interest of the democratic electorate, fiercely demanding good, honest and efficient government. The first Board of Control which went into office with the people's full confidence and with the passive acquiescence of the Second Chamber, of Aldermen, was composed of honorable men chosen for the emergency, and it gave the people their wish. The immediate results were the same as those, claimed by the promoters of Commission Government, as mentioned above. Later, owing to obstruction and other causes, the efficiency of the Board was somewhat impaired and its lustre tarnished.

#### The Present Jeopardy.

After the election of the Second Board of Control in 1914, there appeared what is claimed to be, the weakness of the new American system—the placing of too great power in the hands of a few men. On June 30, 1915, great alarm was caused in the city, when a report favorable to a thirty-years franchise for the Street Railway Co. was, it is alleged, hurriedly put through the Board of Control by the bare majority, without, it is also alleged, adequate consultation with the people whose interests were vitally concerned. An injunction of the Superior Court has, however, prevented the progress of the report at present. This report, if valid (for it is at this moment being contested) could only be rejected by the Council by a two-thirds majority. This showed at once the strength and weakness of the powers of the Board.

#### For and Against Its Abolition.

At this juncture a great cry is being raised:—

1.—Some—but very few—call for the re-establishment of the old system of the Council, with the Standing Committees. The voice of these is not heard favorably, since the memory of the Cannon Report is not yet dead.

2.—Others, on the contrary, call for the total abolition of both the Council and the Board of Control, and ask for the establishment of a Provincial Commission appointed by Sir Lomer Gouin, the Premier of Quebec. To students of Municipal Government, this latter resort is undemocratic and wounds a city's "Amour propre." It required a flood at Galveston to necessitate a State Commission there, and this was soon abandoned; for a city should learn to manage its own affairs.

3.—There are those, who, however, favor an elective Commission on the American plan, and with it the total abolition of the ward system and the office of Aldermen. To these it is answered that such a Commission would be no cure, for it would be still more liable to the same danger of contamination from outside, as was the Board of Control.

Again it must be remembered that no large city of the size of Montreal has as yet been governed by a pure and simple Commission. Hence there is danger in the experiment—even with the so-called safeguards of the Initiative, the Referendum and the Recall, all which are unpopular in Canada.

4.—There are those, who, seeing this, advocate a compromise charter, such as that in use since 1910, as mentioned above, by Boston, a city of corresponding size to Montreal.

5.—There is also being advocated as a compromise, one

Chamber or Council, acting as a Board of Directors, with an inner executive body of five "Heads of Departments or Members of a Board of Works."

This is advanced by those, who while recognizing the proven value of a small executive committee, like the present Board of Control, and believing in the necessity of a further larger chamber, as before, but who having seen the friction of jealousy which has undoubtedly existed from the beginning between the Board of Control and the Council of Aldermen, would abolish both Chambers as such, and appoint but ONE BOARD, formed from fifteen representatives only, who should be elected from five electoral districts, three from each. These fifteen should govern the City as ONE BODY—a Board of Directors, who will utilize the experience gained through the "Control" idea as follows:—

After the election of this number, the successful candidates will then vote for the appointment, from their number, of five men who will be heads of the great departments, very much in the same manner as the controllers to-day. These five men will have absolute charge of the public works, finances, employes, etc., and will send their reports to the remaining ten aldermen, who will form a species of Board of Directors. All initiative, however, shall come from the five members.

This system, as an amendment of the present charter would, it is urged, conserve all that it is desirable to retain of the Board of Control and of the larger Council idea, and if, as it is furthermore urged, it would bring the better class of substantial business men of the city to run for election, this latest development which is being suggested by a group of men who are at present still among the elected city rulers, offers food for thoughtful consideration.

6.—Finally, there are also those who maintain that the present "Board of Control" system, as in use at Montreal, Toronto, Winnipeg, and Vancouver, is the best solution for large cities in Canada. It is urged that in Montreal, at least, with a further reduced Council of fifteen members, elected at large, or, at least in five wards, or districts, three for each, and with the Board of Control elected at large, as before, there is every element for a lasting successful form of government, if only good men are chosen for both Chambers.

That some amendments may be needed is generally conceded. As a specimen of the forms of amendments now being publicly suggested we may quote the following.

#### "Election of Mayor, Commissioners and Aldermen."

"(a) Mayor elected for two years, but relieved from chairmanship of Board of Commissioners;

"(b) Seven commissioners elected for four years, by the owners of real estate, with a salary of \$10,000, they being bound to give a money guarantee for honest service and subject to recall for incompetency or dereliction of duty upon a demand made by ten per cent of real estate owners.

"(c) Aldermen representing fifteen wards, elected for two years.

"(d) Aldermen to look after legislation, by-laws, and granting of franchises, but to have no part in the administration of the city's affairs;

"(e) The Board of Commissioners to be the city's general executive body and to look after and be responsible for the general administration, prepare annual appropriations, subject to approval of the council, grant all contracts, appoint and dismiss all officials, negotiate loans authorized by the council; the board's reports to the council to be amended only by a two-thirds vote and rejected or adopted by a majority vote."

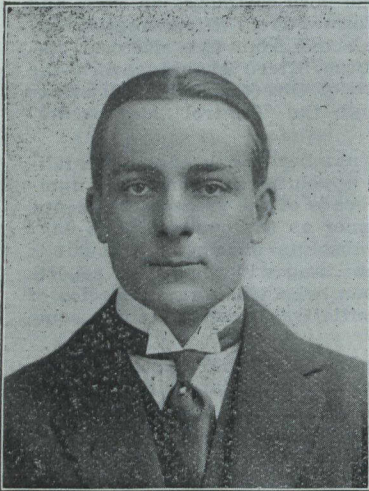
It is urged by many that there is no real need for any glaring change in the charter; for with two small bodies, each respecting the extent of the people's mandate given to the other, one performing the executive, and the other the legislative functions, and both closely watched by the vigilant searchlight of public opinion, the "Fear of the Lord"—which as scripture says, "is the beginning of wisdom"—if rigidly applied, in a case of malversation fully proved, by making an example through the Law Courts—should provide honest and efficient rulers, both by strengthening the good men and by scaring off undesirable adventurers and exploiters in the realm of civic government.

The very basis of civic decency is a clean city physically. The population is not wilfully dirty; what is needed is education in cleanliness. Wholesome surroundings make for a contented people.—Frederick Abraham, Montreal.

## SOME BIG MUNICIPAL MEN

(By AJAX.)

### COMMISSIONER YORATH, Saskatoon.



One of the best examples of an Englishman really making good in Canada is illustrated in Commissioner Yorath, of Saskatoon, who though but two short years in this country, and coming from the big metropolis of the Empire, has, without losing any of his English propensities, so adapted himself to Western conditions that he is accepted as one of the boys —

and at his own price too. But he is worth everything that has been said of him, and as commissioner—really city manager—of a city, which in its hurry to grow might have slipped by some of the usual amenities, Christopher Yorath has proved himself one of the most proficient city organizers on this continent. A practical engineer—being member of many societies, with a thorough knowledge of civic finance and a complete control over his staff, who respect him for his abilities and his give and take, he manages to combine in his person those qualities necessary to successfully manage Saskatoon.

Some short time ago the writer had the pleasure of meeting the commissioner when he was in Montreal on his city's business, and he certainly proved a delightful advertiser of the great West, with which he is so much in love. Modest about himself and his attainments, he did speak in glowing terms of the executive and ratepayers of Saskatoon, without whose good will he would not have made the progress he has. What that progress has been is shown in the elimination of waste and extravagance, which at one time was a byword in regard to the city of Saskatoon. In two years he has practically cut the annual expenditure in one-half, and this at the expense of not one employee—and the public utilities have been made to pay better, not by increasing the rates and fares, but just by efficient management. The consequence is that C. J. Yorath has the confidence of the council to whom he is responsible, and has, strange thing for the man who has to touch the pockets of the ratepayers, become one of the most popular figures in the Western city. There is not much of Commissioner Yorath—physically—but he is all there—mentally. In addition to which, though young, as already stated, he had had a large experience in every phase of municipal engineering before coming to Canada.

Christopher James Yorath, to give his full name, was educated at the Welsh University, Cardiff, and gained his first experience in South Wales, he being fortunate during his apprenticeship to take a small part in some very important engineering works, in-

cluding reservoirs, bridges, railways, main drainage, etc. His next experience was as assistant engineer in the construction in Cardiff's dry dock. Mr. Yorath's municipal experience dates from 1899, when he was appointed assistant engineer of the city of Cardiff, and it was during the next three years that the Welsh city made its great improvements, thus giving the subject of this sketch his big opportunity which he took good advantage of, so much so that in 1902 the Acton Council (one of London's busy suburbs) appointed him as chief assistant engineer. Here he came into contact with the great engineering firm of Sir Alex Binnie and Sons, who carried out the great London drainage scheme, which included Acton. In 1909 the London County Council appointed Mr. Yorath as lecturer on municipal engineering. Just before coming to Canada he initiated a scheme for the Port of London authority for the better filtering of the storm water which had hitherto been anything but pure. This scheme has now been adopted with good results.

As Commissioner of Saskatoon, Christopher Yorath has proven that, given the right man, the city manager form of government can be a success, but it also proves that given the wrong man the one man system would be a failure, so that in congratulating the Commissioner on his success, I congratulate the ratepayers even more so, for it is they who pay the bill, whether the experiment is successful or not. Mr. Yorath would make a success wherever he went, for not only has he great executive ability, but he is a worker—that is, he works from early to late devising some scheme which will lessen the indebtedness and reduce the rates, and though the work at times must be tedious, C. Yorath seems to thrive on it. So why should not the Commissioner think well of Saskatoon and its ratepayers, and there is every reason why the ratepayers should think well of their Commissioner. They do.

### CANADIAN PUBLIC HEALTH ASSOCIATION.

#### The Editor:

Since the last annual meeting of the Canadian Public Health Association, many of our most enthusiastic members have gone overseas, in answer to the call of our country and Empire.

The breaking out of war last August, necessitated so many of our most active members being engaged in the preparation of the first contingent for active service, that the executive committee, after very full deliberation, decided most reluctantly to cancel last year's meeting.

An effort was made early this year, to have held a meeting in Vancouver in May, in conjunction with that of the Canadian Medical Association; but that Association having decided to postpone same, the possibility of successfully carrying out this plan was removed.

An invitation has just been received to hold a meeting in Toronto, in the early part of September. I have consulted as many members of the executive as time would permit, and the opinion is quite unanimous, that the best interests of the Canadian Public Health Association would be served by not allowing another year to pass without holding a meeting. It has, therefore, been decided to accept the very kind invitation referred to, and the fourth Congress of the Canadian Public Health Association will consequently be held in the City of Toronto, on September 3rd and 4th, 1915.

(Signed), M. M. SEYMOUR,  
President, C. P. H. A.

# Government Labour Bureau Systems

BY MISS ST. JOHN WILEMAN,

At the International Congress for Combatting Unemployment held at Ghent, Belgium, September, 1913, at which 23 Countries, 158 Cities, Universities, Labour, Philanthropic and Socialistic Bodies were represented, after sittings extending over two weeks, a unanimous decision was arrived at that Government Labour Bureau systems are an indispensable factor in State administration.

This fact had already been recognized and acted upon by Great Britain, New Zealand, Australia, Spain, France, Belgium, the Argentine Republic, Germany, Austria and Scandinavia; Great Britain's system was honoured by being acclaimed as the leader of the world in respect of the completeness and efficiency of organization and detail, which spreads a network of intercommunication, statistical research, co-ordination and regenerative upbuilding of the weakened unit of humanity throughout the United Kingdom, without interfering with the self-respect and independence of the sturdy, industrious worker, or the legitimate business methods of the employer. The British Labour Exchange system is like a gallant ship sailing uncharted seas, to a destination far beyond the horizon and the day when existing conditions of unemployment, wasted human energy and capacity for creative effort, and the many cankers eating into the body politic causing physical, mental and moral decay, will be almost as incomprehensible as the days of slavery in the U. S. A. The New Zealand Labour Bureau system established by Premier Seddon, 17 years ago, at three months' notice during an unemployment crisis, is a notable illustration of the utility of the organization in a new country, in preventing congestion of labour, affording accurate information as to standing labour needs and conditions, increasing harmony and mutual understanding of each other's points of view between employers and workers, while filling also the functions of paramount importance to the Government of a barometer accurately gauging labour expansion and contraction; providing the machinery for regulating the ebb and flow of the stream of population into a new country, and its dispersion to the best possible advantage of both individual and State.

One of the most progressive of the South American Republics, the Argentina has long ago discovered the practical benefits of the system in providing accurate information on labour and industrial conditions, as well as in acting as a methodical distributing agency for labour of all kinds. The Argentine Labour Bureau system, as handled by the Government, in checking or increasing the influx of fresh population and serving as the intelligent distributing machine for successfully placing the new arrivals, is a striking example of constructive statesmanship. The German Government system, created in 1865, is a model of intricate, methodical organization covering the whole Empire, but has the usual German fault of being too machine like in its methods, suited less to the idiosyncracies of other nations, where more is left to individual initiative and backbone; it has, however, achieved excellent results, notably the conversion of organized labour to close alliance, many Trades Unions and Trade Guild Registers transact all their business at Labour Bureau offices and are almost merged in the organization. The Government systems of Belgium, France, Spain, Scandinavia, Austria, deserve more mention than the space permits.

Until recently the U. S. A. has groped along with sporadic attempts on the part of State and Municipal Labour Bureaus, their failure to cope with conditions has become so glaring, that Mr. Sears, Superintendent of Boston State Labour Bureau, and many other intelligent workers have for some time past strongly advocated a Federal system. This opinion was held by all those who attended the National Conference on Unemployment held in New York, February, 1914, the principal reasons given being,

The necessity of a network of bureaus covering the whole country.

Adequacy of funds to keep up the organization and guarantee sufficient salaries to attract a high type of permanent worker.

Continuity of method.

Increase and broadening of co-operation; decrease of local jealousy.

Machinery which would guarantee accurate statistics with the minimum of delay and would give warning of seasonal or abnormal crises and industrial fluctuations.

The American Labour Legislation League has been energetically forcing Federal legislation to the front. By March of this year the Secretary of Labour had already taken steps to create Labour Bureau zones throughout the country, drawing into co-operation the Departments of the Post Office, Agriculture and Immigration.

## Canada's Opportunity.

What is Canada doing in the matter? Conditions are rapidly growing more acute, this winter will see a debacle of destitution and suffering, from coast to coast. The Municipalities, financially crippled by the war, are struggling to meet liabilities for carrying on the necessary Public Utilities; they are totally unable to meet the situation. The Provincial Governments feel the subject is one for Dominion wide—not piece-meal treatment.

A non-political businesslike chain of Labour Bureaus stretching from coast to coast, under the control of a Chief Commissioner of character, ability and energy, security to the Provincial Governments, Municipalities, employers and workers of a legitimate share in administration and expansion is the only manner in which the Augean stable will be cleaned out, and is the bed rock of lasting reform and reconstructive effort.

On May 18th, 1914, the Minister of Labour gave to a representative deputation at Parliament Buildings an official pledge that the Session of 1915 would see business like Labour Bureau legislation; instead, however, of energetic and statesmanlike action, the Government has done nothing as yet.

From the outset the reform has been non-partisan.

Public eagerness and anxiety for the reform was vividly shown last Session by the petitions presented to the Commons and Senate by all classes of the community in Edmonton, Prince Albert, Regina, Winnipeg, Guelph, Toronto, Ottawa, Montreal, praying for immediate legislation and setting forth that "Whereas Banks, Stock Markets, Grain Exchange, and other branches of industry possess their Clearing Houses and Exchanges, the very great value and necessity of which have been amply proved by experience, but the most valuable and perishable commodity of all, human labor, is left to welter in chaos at the mercy of all kinds of exploitation, and that through lack of a stable, honest, and business like system to act as an Exchange and Clearing House for labour, to afford a common meeting ground for employer and worker, leading up to a standardisation of industrial and economic conditions the distribution of openings in employment to the mutual loss and detriment of capital and labour, is almost entirely in the hands of commercial Employment Agents, whose practices past experience has shown to be in very many cases fraudulent and oppressive . . . We, your petitioners, earnestly pray that both parties of this honourable House will unite in passing an Act for the establishment of a National Labour Bureau system without delay this Session of Parliament."

It is up to every thinking man and woman in the country to so use energy and influence that a Labour Bureau Bill is placed on the Statute Book next Session; the whole system staffed by men and women who have passed a test as to ability and efficiency, and who are imbued by a deep sense of responsibility to the nation and posterity.

## THE AVERAGE CITIZEN.

The community is as progressive as its average citizen—no more and no less.

Every individual is reckoned with in arriving at the average. No one is exempt.

You are responsible for the spirit of your community. You are, whether you know it or not. You cannot place yourself outside of the calculation.

You either stand above or below the average. I don't know which. I do know that where you stand affects the average. If below, you are a community liability; if above, a community asset.

In one case you are pulling down; retarding the advancement and progress of the community. In the other you are pulling up and promoting advancement and progress.

The surest way to improve your community is to improve yourself!—The Citizen.

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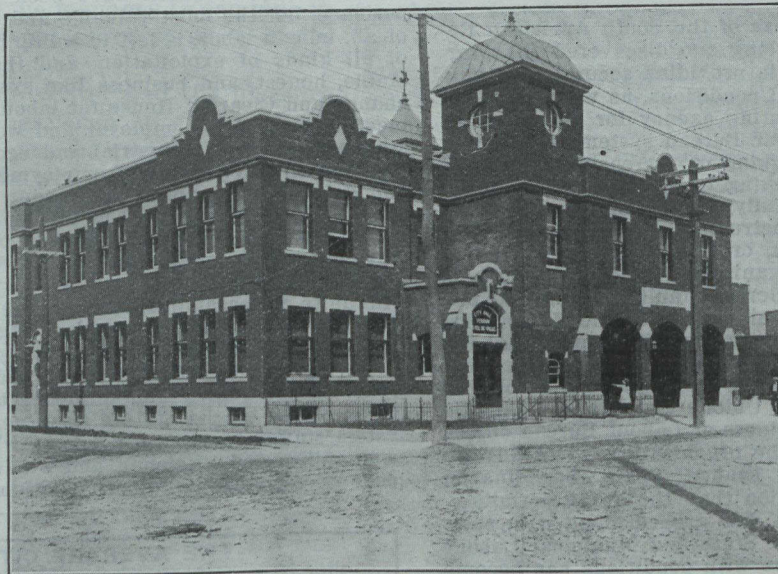
# CITY OF VERDUN

## The Working Men's Paradise

FREDERICK WRIGHT.

That the workers of this country are waking up to the fact that responsible government is in their own hands and that side by side with the growth of materialism must grow a sharper interest in public welfare, are well illustrated in the little city of Verdun—the home of the mechanic, the clerk and the man whose ambition lies in the contentment of homelife rather than in the feverishness of working for the money god. In other words, Verdun is essentially a community of workingmen. Not that it is a city of factories, with all the annoyances, but of small residences in which 30,000 people find time to really live—who can even find time to take an interest in the doings of the civic fathers.

pipe, and where etiquette does not demand the ladies and children dressing in the latest fashion every day, thus giving an opportunity to save a little for the home and the inevitable rainy day; a consideration in these times of costliness in the necessities of life. Had Verdun to start over again it is possible it would adopt the ready-made plans of the expert; but Verdun was started when man had to build his house with his own hands and add to it as circumstances admitted. Money was mighty scarce then, and many a score houses were built by their owners, in their spare time, often with the burning of many candles, so that while the city of Verdun may not be uniform in design, there is an individuality about the place



City Hall and Fire Station.

The City Hall of Verdun, which was built about five years ago, houses the Fire Brigade as well as the Police.

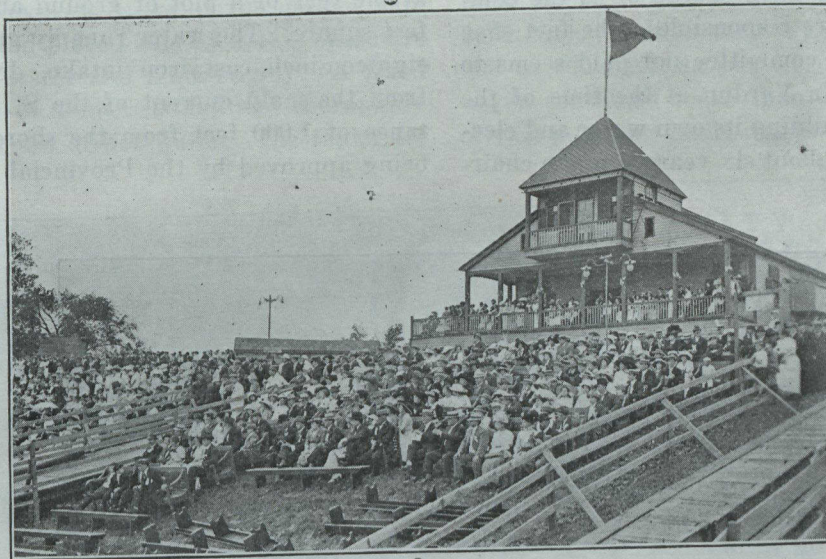
Strictly speaking, Verdun could hardly be termed a beautiful city—at least the town planner would not accept it as a model—but one would be correct in terming it a comfortable looking town, where a man is not expected, unless he feels like it, to smoke fat cigars in public, giving a chance to the homely

of which the citizens are infinitely more proud; and rightly, too. The builders up of true urban life are such men as the pioneers of Verdun, whose very determination in having homes owned by themselves, even if necessarily built with their own hands, was a guarantee that they would see that every dol-

lar raised in taxes was spent for the benefit of the community—not wasted. The old adage of “nobody being so extravagant as those who were spending other men’s money” has never applied to Verdun, for the civic fathers have always known the spending value of money, and why shouldn’t they? Many of these men had worked all day earning the where-

**The Public Utilities.**

The development of the civic life of Verdun has been on a par with its individual growth—practical and homely—though dignified. A pure water supply and good drainage from the first have been the aim of the city fathers, and as the community became



**The Grand Trunk Boat House during a Regatta.**

withall to buy the material for their homes and then worked half the night putting it together. And with few exceptions they built, as already mentioned, comfortable homes. The example of the first builders of Verdun, which is not many years of age, has been followed to the present day, and it is computed that about sixty per cent of the inhabitants own their own houses.

wealthier well paved streets and sidewalks were added to their ambitions. These are all now accomplished facts and there is not a healthier or brighter place in the Province of Quebec than the city of Verdun. As owner of its own public utilities the city has been signally successful, as both the municipal water and electric light plants pay a fair profit on very low rates to the consumers. This success has

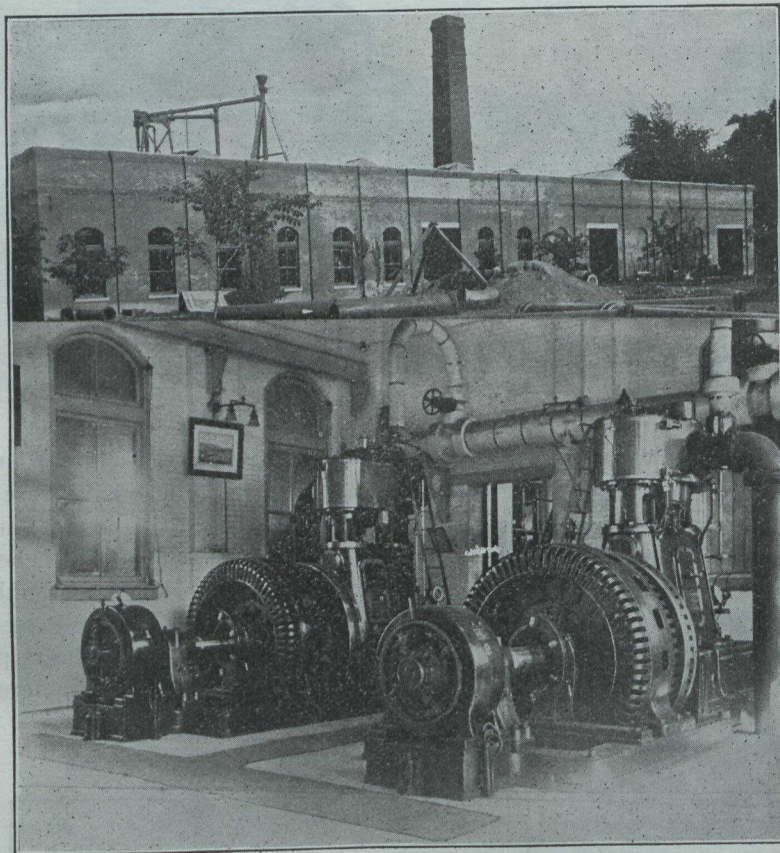


**Boating in the St. Lawrence at Verdun is ever popular during the summer months.**



been very largely brought about by the close watchfulness of the individual members of the two committees which had, and have, these utilities in hand. The failure of municipal ownership in many places has been rightly ascribed to the apathy of those elected to manage the public utilities. Too much is left to officials, who are but human. These men care as little, or as much, for the financial success of the department they have charge of as the committee to whom they are responsible. The fact that they are paid and the committee not paid seems to make no difference. In Verdun at the time of the city's taking up and building its own water and electric plants, which was about six years ago, the chair-

the solving of the water problem on the island of Montreal, by the installation of its water pumps and a good system of pressure filters. In dealing with this problem Verdun was possessed of two advantages: its near situation to the source of supply and its ownership of all watermains and house connections. The power house, which is constructed of pressed brick on concrete foundations, is located at the rear of a plot of ground about two hundred feet square. The water runs by gravity through an eighteen-inch cast iron intake, drawing the water from the main current of the St. Lawrence, a distance of 1,000 feet from the shore; the intake site being approved by the Provincial Board of Health.



**Water Works and Electric Light Plant.**

man of both committees a thorough business man, and who is now Mayor, saw to it that the two utilities were being operated to pay, by not allowing any unnecessary expense to be incurred. Cost reports had to be made to him weekly and there is no doubt that the close checking of all expenditure from the outset, and which is being carried out to-day, enables the city of Verdun to enjoy the benefits of public utilities of their own without even having to pay for the privilege.

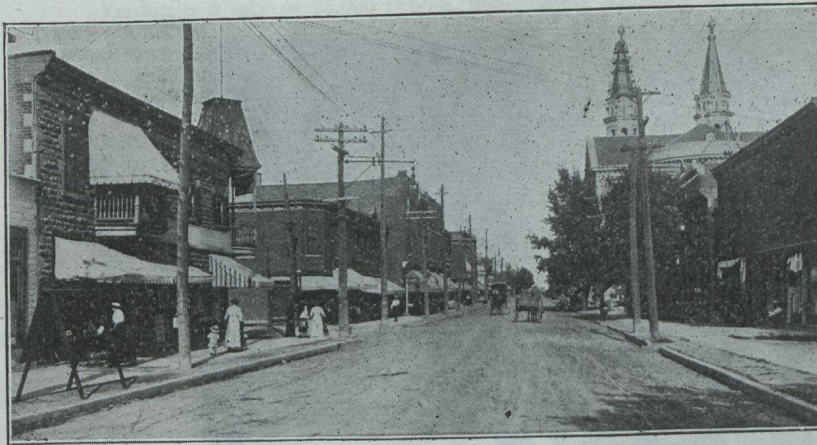
#### **Water Works and Electric Light Plant.**

The City was the first municipality to undertake

The pipe discharges into a steel well placed in the building, and from here it is drawn directly into the pumps. The domestic pressure is 60 pounds and the fire pressure 110 pounds, and each pump has a capacity of one million imperial gallons per twenty-four hours. The Verdun filters have been so successful in their working that the late engineer's (Henry Hadley, B.Sc.,) report on their construction is worth repeating. "The Filters are on the New York pressure type and consists of two units, each having a capacity of 500,000 gallons per day. Each filter is composed of an iron shell sixteen feet long and eight feet in diameter, and containing at the bot-

tom a series of connected pipes into which are screwed about seven hundred slatted brass rosettes which receive the filtered water and prevent the straining sand from escaping. Over these rosettes are placed five inches of 1/4 inch gravel followed by another layer of one-eighth-inch gravel and then by four feet eight inches of quartz sand; the addition of a coagulant is, of course, necessary and sulphate of lime is used. For the purpose of adding this material two cypress tanks of 100 gallons capacity were made and placed side by side. These are connected with a water and alum supply. A fixed quantity (80 lbs.) of alum is added and thoroughly dissolved with the aid of hot water. The tanks are

water is drawn from the second and forced through in the reverse direction and is led from the filter to the sewer. The washing is kept up till the water is clear. The filter is then connected again and the the water is washed for a few minutes till a proper coating is formed on the sand, and is then ready for work; the second filter is then washed in the same way. A laboratory has been equipped for the purpose of making bacterial tests, and though many have already been made, the results have always been highly satisfactory. The raw water contains 300 to 400 bacteria per c.c., while the filtered has never contained more than 3 per c.c." The cost of this pumping plant was \$54,400, while the opera-



One of Verdun's Streets.

**CITY OF VERDUN  
COUNCIL, 1915**

—:—  
CHAS. MANNING, Mayor

—:—  
**Aldermen:**

- Ward No. 1:  
Herny L. Cohn; Casimer Allard
- Ward No. 2:  
Wm. Crowder; J. H. Gareau
- Ward No. 3:  
A. Dawe; J. B. Lalonde
- Ward No. 4:  
Wm. Noseworthy; Wm. Evely

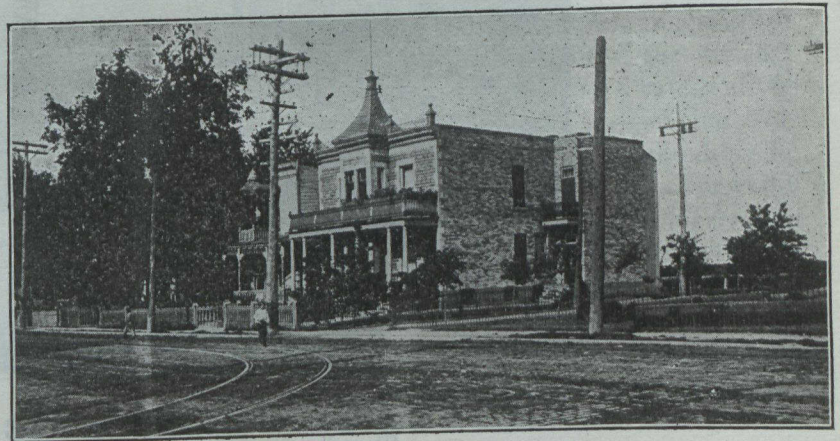
**Officers of the Corporation:**

Geo. A. Ward Sec.-Treas.  
Engineer and Superintendent  
of Waterworks:  
Henry E. Tanner.

Accountant: J. Wishart.  
Chief of Police & Fire Brigade  
D. Dubeau  
Captain - Chas. Roy

**Recorder's Court**

L. B. Cordeau, K.C., Recorder  
Geo. A. Ward - - - - - Clerk  
Francis Fauteau - - - - Solicitor



A Typical Residence in Verdun.

used alternately, and while one is in commission the other is being prepared. From the large tank the solution runs into a small regulating tank operated by a ball tap keeping a constant head over the discharge valve, which leads into the suction well. The alum which becomes thoroughly mixed with the raw water in the well, combines with the lime in the water and forms a gelatinous precipitate which adheres to the sand particles and forms a coating on the surface of the filter as the water passes through it. The first filter is thrown out of service and the

ting expenses run about \$825 per year, which works out less than six cents per 1,000 gallons. Formerly the city purchased its water by meter at the rate of eleven cents per 1,000 gallons, which was not only in the raw state, but only had a 40-lbs. pressure.

During the spring of 1909 a building was constructed adjoining that of the waterworks to contain the generators for the purpose of supplying electric current for street and house lighting. The installation consists of an extra boiler in the boiler house of the waterworks of 300 h.p.; two engines

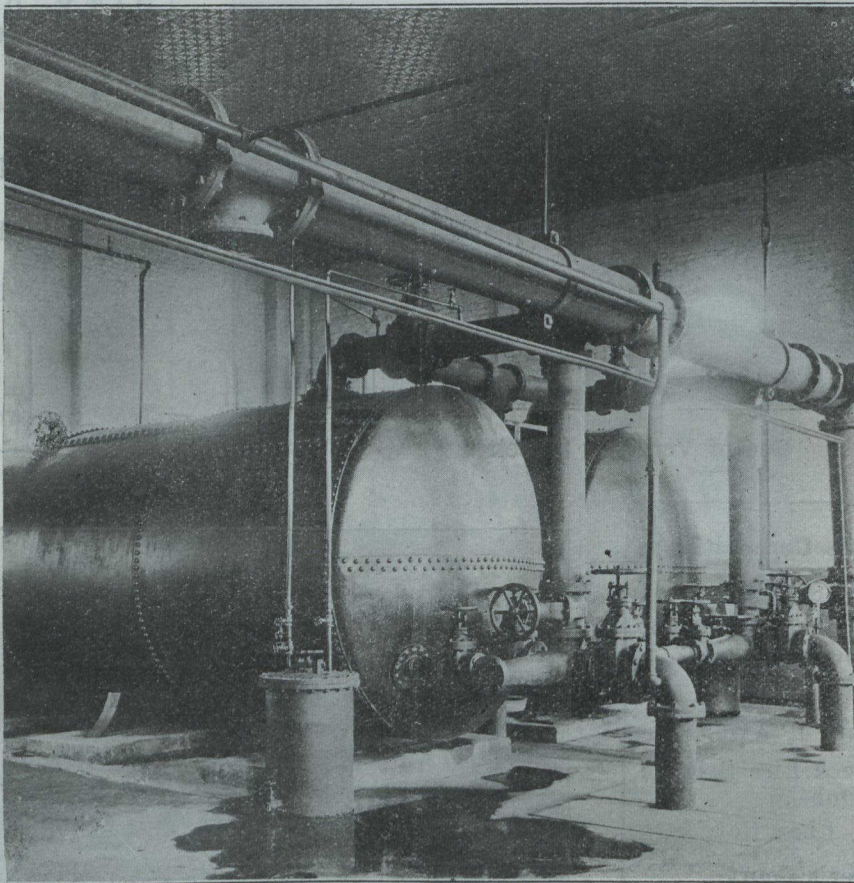
of 300 h.p. each; two generators, and a completely equipped switchboard. The engine condensers are of the barometric type and their water supply is drawn from the waterworks well by two centrifugal pumps. In other words, by its working the two utilities together, Verdun has been benefited by the maximum of results from the minimum of cost.

#### The Social Life.

The city of Verdun, while adjoining Montreal with its cosmopolitan citizenship, is almost English-speaking in its make-up, though there are a number of French-speaking families in the vicinity; these are proportionately represented in the Council;

whole year. The Sons of England Football Club has its grounds in Verdun so there is no lack of sport; in fact, it has been said that the sporting opportunities have helped considerably in peopling Verdun.

Proportionately, the city is well provided with stores and places of amusement, and as practically every representative church has its social life, there is no need for one soul in Verdun rustivating. A drawback, in the minds of some morbid outsiders, to the popularity of Verdun is the fact that the public asylum of the Province is located on the outskirts of the city. This large asylum, which was built when Verdun was but a small community, has



**THE PUMP HOUSE**  
Showing one of the large steel tank filers

which is essentially, for reasons already stated, businesslike in its deliberations. The city has one or two open spaces which have been utilized as playing grounds for the children, and being on an arm of the great St. Lawrence river, where some splendid boating is to be had, the inhabitants need not go into the country to get fresh air and sport. They have it right at their doors. It is in Verdun that the famous Grand Trunk Boating Club has its headquarters, where aquatic events are held very often during the season—the club house also being the rendezvous for many a little dance throughout the

accommodation for some 2,000 patients from all parts of the Province of Quebec, but at the time of this writing there was not one inmate from Verdun itself; meaning that the community is a sane one.

The City Council recently built an open air bath 288 feet long by 140 feet wide—which has already proven a boon to the tired citizens and their children; the kiddies in the day time and their daddies in the evening. This thoughtful touch of genuine paternalism on the part of the Council is naturally appreciated by the ratepayers. The fact that the

# City of Verdun, P. Q.

## PARTICULARS OF MUNICIPALITY

Assessed Valuation for Taxation.....	\$12,579,920
Estimated true value of taxable property.....	21,750,000
Estimated value of property exempt from taxation.....	3,597,900
Total Debenture Debt (including this issue).....	2,175,000
Included in the above are: Waterworks Debt.....	\$260,000
Electric Light.....	142,000
Municipality's Assets.....	\$1,500,000
Sinking Fund.....	63,000
Local Improvement Debt is included above.	
Population 25,000.	

Tax Rate,  $\frac{3}{4}$  of 1% or 7.5 mills.

Verdun is a city of 25,000 people, immediately adjoining the City of Montreal to the south-west. It is closely connected with the latter city, being the home of many of the better class of workmen, the majority of whom own their homes. The City is the fourth largest in the Province of Quebec, was incorporated as a village in 1876, created a town in 1907 and a city in 1912. Its growth is illustrated in the census figures which gave it a population in 1901 of 18,999, in 1911 of 21,622, while in 1915, 30,000 is a conservative estimate.

Verdun is served by the Montreal Tramways Company which supplies a good service without extra fare, the trip from the centre of one city to that of the other taking only about twenty-five minutes. The other public utilities—Waterworks and Electric Light—are municipally owned and have been economically managed showing a good profit over all expenses and interest charges. The City is well improved, is permanently built of brick and stone, has good pavements and presents a good appearance.

The debt of Verdun has been kept within reasonable bounds and represents only \$87 per capita, which is the smallest of any of the larger municipalities on Montreal Island. The City has an asset not mentioned in the statement, of reclaimed river frontage valued at about \$500,000 and the assets mentioned are on a very low basis of valuation. The area is about 2,900 acres.

bath itself is a consequence of commonsense discussion is sufficient evidence of the sincerity of the present Council to rise to its full responsibility, and still further, the fact that the whole thing only cost \$4,000, including six kiosks and a fine boulevard, is a splendid example to other municipalities that money well spent enhances the material value of a municipality, and certainly one cannot imagine anything more conducive to human cleanliness than the bath.

### Verdun's Future.

Verdun's successful future will always lie in its residential opportunities for the working man. A quick and cheap car service to every part of the larger city of Montreal is at the disposal of the inhabitants; rent is cheap and taxes low, and there are still many vacant spots for those who would build

their own homes. The City Council is composed of men who understand the aspirations of the citizens; education is free and efficient for Protestant or Catholic—French-speaking or English-speaking. The religious life is equal to the best communities in Canada, and the social life for man, woman or child is everything to be desired. A spirit of neighbourly sympathy permeates the whole community. This has been brought out prominently during the late slackness of work, for Verdun, like other working communities, suffered from the war, but in a much less degree because of the practical regard that one neighbour showed to another. As time goes on the city will become one of the bright examples of Canadian citizenship—steady in the principles of civic government, and ever ready to take up its responsibilities to the state, as well as the privileges, because of the standard laid down by its builders.



# The Union of Canadian Municipalities

We would urge every municipality to fill up the following form so as to enable the Union to present a strong case at a proposed conference of the Federal, provincial and Civic Authorities, together with representatives of employers and employees, to deal with the unemployed situation which will be severe this coming winter

W. D. LIGHTHALL, Hon. Sec.-Treas.

- 1—Name of Municipality..... Population.....
- 2—What machinery have you to cope with Unemployed?.....
- 3—Any Labour Bureau (Municipal or Private).....
- 4—If Labour Bureau, please mail last Report.....
- 5—Any Board of Trade?..... Industrial Bureau?.....
- 6—What Charity Organizations have you?.....
- 7—Number of Out-of-Works.....
 

AGRICULTURAL	INDUSTRIAL	FEMALE	PROFESSIONAL
	SKILLED.....		
	UNSKILLED.....		
- 8—Percentage of increase (or decrease) since war was declared.....
- 9—Number of Alien Enemies..... Employed..... Unemployed.....
- 10—Number of Out-of-Works expected at commencement of next winter?.....
- 11—Working population (any capacity)..... Any Child Labour?.....
- 12—Number of factories..... Capacity in employees..... Present number employed.....
- 13—WAR MUNITIONS: Number employed.....
- 14—Principal industries (in order of importance).....
- 15—To what extent has your municipality been the dumping ground for surrounding country, and Casuals.....
- 16—Number of citizens who have joined the Overseas Army?.....
- 17—Has any provision been made for dependents of soldiers?.....
- 18—Amount expended by municipality in Philanthropic Work (Patriotic, etc.).....
- 19—Amount expended in Public Works as a direct consequence of the War.....
- 20—Cost of War to municipality?.....
- 21—What is the state of Trade in your municipality?.....
- 22—Special Remarks.....

**Fill up and Return to 221 CORISTINE BUILDING, MONTREAL**

## Municipal Finance

JAMES MURRAY.

### A MUNICIPAL MISTAKE.

The "Financial Times," in a recent leading editorial under the title of "A Municipal Mistake," took occasion to give a homily on the wickedness of municipalities attempting to secure authority to use the ratepayers' money to finance local industries—that province being rightly the banks. The article was based on the report that the Union of Canadian Municipalities was contemplating asking the Federal Parliament to give power to the municipalities to loan to local manufacturers. We need hardly say that the report was not only false, but absurd on the face of it, for the Federal Parliament has no authority to make such a bill effective even if passed—and as the writer gives credit to Secretary Lighthall for usually giving sound advice—surely he should have known that Mr. Lighthall would not allow such an absurd thing to pass. As a matter of fact, the Union stands only for sane legislation—not for such quixotic foolishness as the Editor of the "Financial Times" charges against it.

The article, though based on a wrong assumption, is still worth reading, if only to give confidence to the manufacturer whose credit is limited to his capital, but again, if the rest of the article is based on no better data than the reason, then such hope is dashed to the ground. The article says:—

"There might be some excuse for such legislation if the banks were actually unable to meet the demands of legitimate borrowers; but the situation is the precise opposite—the banks are crammed with funds which they are only too glad to advance to any borrower who can offer reasonable assurances that he needs them for the production of marketable commodities, and that he can realize upon those commodities and repay the loan at the proper time. It is absurd to suppose that the reduced volume of loans to Canadian business enterprises, and the vast accumulations of unemployed funds in the banks, are the result of deliberate policy on the part of bankers; they are costing the banks far too much, and since there is now no danger whatever of a "run" on any Canadian bank as the result of war developments, there is no reason for keeping stronger than ordinary prudence requires. The real factor in the curtailment of loans is the utter uncertainty of the future market for all sorts of manufactured commodities. A bank cannot loan to a manufacturer, an importer or a wholesaler, for the purpose of carrying a stock which may not become saleable for months or years, or may never become saleable at all. With a very few exceptions, it is safe to say that businesses which have been refused funds by their bankers in the last few months have been refused funds for very good and sufficient reasons—so far as the safety of the funds is concerned. The would-be borrower is apt to think that so long as he is offering a security which cannot get away, and which is insured against destruction by fire or theft, he is entitled to a loan, but the professional lender knows that such security may be absolutely unrealizable when most needed, unless there is an assured market for it at all times.

The municipalities, chiefly concerned in keeping local industries going and maintaining pay-lists, would be under the strongest temptation to make advances to concerns which had been refused for this perfectly valid reason by the banks. The result would doubtless be very pleasant for a time, but when the taxpayers found that they were compelled to make good the losses out of their own pockets and take over a lot of unsaleable merchandise as their only recompense, they would be grievously annoyed. We do not anticipate that the Parliament of Canada will make any such mistake as this, even if the Union of Municipalities does so, but it is well to protest in good season, and we venture, therefore, to implore the Union to reconsider

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its attitude. The real salvation of Canada in the present situation is not to be sought by increasing borrowing facilities."

The Editor need not worry. The Union of Canadian Municipalities is not contemplating such a measure either in the Federal or Municipal Parliaments, and so that the "Financial Times" be under no misapprehension as to the attitude of the Union, we attach a resolution that was unanimously passed at its last meeting July 21st and 22nd, which reads as follows:—

"In view of existing financial and war conditions, and of those as they affect municipal revenues, it is important that only such municipal expenditure should be entered upon as are really necessary, and, so far as may be feasible, these only when they will be sufficiently productive to meet their own interest charges.

### WOOD, GUNDY'S ANNUAL.

Messrs. Wood, Gundy & Co., Toronto, have just issued their second volume of Municipal statistics, which, if anything, is an improvement on the first, being more compact in form and easier to handle. The work, which must have cost a large amount of time and energy and money—as only those who have dealings with municipal officials can appreciate—will be invaluable to investors and students, because of the ease with which comparisons can be made of the financial standing of the municipalities. The compilation covers some 450 municipalities, as well as each of the nine provinces, and though the publishers will not guarantee the absolute accuracy of the figures, they are in most cases based on the financial reports; of course, taking into account issues that have been made since the reports were issued.

The new edition has a new feature, in a summary of Municipal law, as effecting bond issues, by Mr. Alexander Bruce, K.C., of Toronto, who is recognized as one of the leading authorities in Municipal law in Canada. This summary, which is placed at the end of the book, is put into very easy form for the layman to follow. The summary is specially valuable as showing the many different provincial laws and consequently the pitfalls for the unwary, without such guidance as suggested in Mr. Bruce's work, Messrs. Wood, Gundy are to be congratulated in presenting to the public such a handy book of reference in regard to the municipalities of this country.

### CANADIAN MUNICIPAL BOND SALES SINCE 1912.

	1912.	1913.	1914.	1915.
Jan. . . . .	\$ 2,133,531	\$ 1,387,500	\$ 3,663,975	\$ 3,806,939
Feb. . . . .	2,586,378	1,038,806	6,007,832	5,889,883
Mar. . . . .	1,926,716	335,492	8,041,731	3,273,988
April . . . .	927,160	3,698,857	15,536,615	16,892,051
May . . . . .	1,928,748	880,630	14,784,674	3,020,566
June . . . . .	1,690,344	3,435,726	4,904,648	2,455,470
July . . . . .	1,967,476	1,591,924	5,547,861	1,566,131
Aug. . . . .	1,649,547	536,300	2,386,970	.....
Sept. . . . .	1,998,605	1,663,260	413,333	.....
Oct. . . . .	1,060,597	3,452,282	3,954,269	.....
Nov. . . . .	1,396,664	2,481,062	2,700,875	.....
Dec. . . . .	492,590	1,113,500	8,536,813	.....
Total . . . .	19,787,356	20,550,337	76,487,653	36,105,028

Financial Times.

A flourishing industry in any Canadian city is as good for the Empire as an industry in Birmingham or any other English city—and much better for Canada.—Sir Robert Borden.

## Municipal Accounts

T. COUTTS MILNE, C.A.

Living as we do in days of wholesale accusation and condemnation of public officials, the subject of Municipal Accounts would appear to be a topic of timely interest. If we are to believe our newspapers, mal-administration of public funds seems to be the rule rather than the exception. Such being the case there must be something lacking in the administration and control of our public finances, and I believe that the provision of an efficient accounting system will go far towards checking the activities of those who hold the key to the public purse.

In considering a system of Municipal Accounts, we must always remember it is the Council's duty to authorize all payments. To enable them to do this important duty in an intelligent and efficient manner, the records must be in such detail as to be readily understood by any member who desires to examine them. At the same time we must avoid burdening the Treasurer's department with unnecessary clerical work.

In this country, unlike older countries, there are few statutory requirements necessitating the keeping of accounts in any prescribed form, e. g.—Great Britain. In England accounts of Rural and Urban Councils and in Scotland of Parish Councils are kept in form prescribed by the Local Government Board. In fact, governmental control would appear to end with the filing of an annual return which, so far as accounts are concerned, only calls for:

- (1)—Estimated Valuation of Property—taxable or non-taxable.
- (2)—Rate of assessment.
- (3)—Valuation of Corporation Property.
- (4)—Amount of Taxes collected during the year and the amount of same applied towards sinking fund.
- (5)—All other receipts.
- (6)—Arrears of taxes.
- (7)—Amount of loans and the capital due to the municipal consolidated fund.
- (8)—All other debts.
- (9)—Amount borrowed during the year.
- (10)—Expenditure on administration.
- (11)—All other expenditures.

In municipalities it is the usual custom first to estimate the financial requirements for a year, then to arrange the providing of funds:

- (1)—By levying taxes for administration requirements.
- (2)—By borrowing for capital or local improvement expenditure.

The engineer and the treasurer of the Municipality should at stated periods prepare estimates and approximate costs of the work, capital or administrative, they consider necessary for the welfare of the citizens. These should be submitted through the various committees to the finance committee who in considering them will have due regard to the finances at their disposal. The finance committee will then be in a position to recommend to the council as a whole, the voting of such sums as they consider advisable for the various works.

The purchasing of the materials should be done through a responsible official. In the average municipality this will be the town engineer. The heads of the departments under the engineer will furnish requisitions for the materials required from time to time to carry out the works authorized by Council and he should issue all orders for goods on an official order form. This form should be in triplicate, one copy for the party from whom the purchase is made, one for the treasurer's department and the other should be retained by the engineer for checking purposes. The latter two copies should indicate the use to which the material is to be applied and also the department to be charged.

Invoices as they are received should first be handed to the accounting department for record and then be forwarded to the engineer for certification as to the receipt of goods, the correctness of prices and as to the department or sub-division of department to be charged. In doing this the engineer must refer to the orders he has issued and when checking the invoices he should mark off on the order form what goods have been received and as each order has been filled, it should be transferred to a completed order file. The invoice will then go before the various committees for approval and afterwards be handed to the accounting department to be entered in the books.

I mentioned the recording of invoices by the accounting department immediately on being received. This would require to be done in memoranda form only as they cannot be entered in the general books until certified. At first

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sight, this may seem unnecessary labour, but to satisfy the treasurer that all liabilities have been taken care of, it is a very necessary proceeding. The return of an invoice, after being certified by the engineer is often subject to many delays. The goods may not be received for a considerable time after ordering particularly if shipped by freight from long distance points. Many other reasons could be cited for the holding back of invoices from the accounting department.

Where the financial transactions are of no magnitude the cash system may be more adaptable on account of its simplicity, but as a general rule, it will be found that simplicity is obtained at the cost of completeness. Under the Receipts and Payments method it is difficult to obtain a complete statement of profit and loss nor does it assist in the preparation of a balance sheet showing the true financial position. In preparing the balance sheet, cognizance must be taken of transactions not recorded in the books. It is very easy to defer payments so that they may be excluded from the accounts of the year to which they properly belong. Again, under this system the revenues will fluctuate according to success in the collection of taxes.

In the Revenue system, each transaction is recorded as it takes place, and a protection is thus obtained against negligence or irregularity. Complete and accurate accounts are obtained of the transactions during any given period and the true financial position readily ascertained.

Each year taking care of its own operations, one year does not show up unusually well at the expense of another, consequently the rate of taxation can be made more uniform, apart from the fact that a cause for unnecessary and unfair criticism may be avoided. It may be necessary in the absence of actual invoices to estimate liabilities to be included in the years accounts, and this is by some considered an objectionable feature of the Income and Expenditure method. In my own opinion the Revenue system best meets the requirements of the average municipality.

For the recording of purchases and other disbursements the voucher system will be found most suitable.

Some municipalities still retain the old form of bound ledgers but undoubtedly more satisfaction, efficiency and economy can be derived from the use of the loose-leaf system. Where the latter is in use it will be found very convenient to sub-divide the ledgers into sections representing the different classes of accounts carried. For example, one section under the usual A to Z index. Another the financial accounts such as loans, sinking funds, etc. Other divisions usually found are taxes receivable, town property and plant accounts, non-taxable local improvements, taxable local improvements, administration accounts and so on.

It is preferable that the ledger sheets containing expenditure accounts should have space to record the appropriations voted by Council to be spent on the various works, so that it may be readily ascertained without reference to the minutes whether or not expenditures are within the authorized limits.

### BRITISH COLUMBIA TAX SALE LEGISLATION

BY JACK LOUDET.

In considering tax sale legislation it has been apparently assumed by most critics that the most interested parties are the owners in arrears and the prospective purchasers at the sale.

A viewpoint such as this results in a tendency to consider legislation which will relieve the delinquent yet compensate the tax sale speculator. It does not seem to have occurred to anyone, least of all the government, to consider the matter as it affects the interests of the most interested party (apart from the owner), the municipality.

Tax sale legislation has never been entirely satisfactory, and is not likely to be when changes affecting it are hurriedly arranged and rushed through in a short session.

Taking the case of the municipality first, it must be admitted that to remain solvent and with unimpaired credit taxes must be collected. If the money does not come in borrowing must be resorted to, and the owner who has paid his taxes pays also a share of the interest charges, and the increased cost of administration resulting from failure to receive the money required for the successful carrying on of the business of the municipality.

In the case of the delinquent taxpayer there may be many reasons for his being in arrears, chief of which are: (1) That he has bought more land than he can afford to hold; (2) that he (owning his own home only) is out of

work; (3) that inflation of values has increased his taxes out of proportion to his income or the rental value of his property.

A matter of this kind must of necessity be considered on broad lines, and no legislation can be expected to do away with cases of hardship resulting from special conditions peculiar to the individual concerned.

In finding a solution the main reasons for delinquency must be considered in all their bearings.

The first reason, and it is the main one, would appear to require the owner to sell part of his holdings. This under present circumstances is not possible at a fair figure, but surely a mean can be found between carrying a speculator at the expense of the general body of taxpayers and selling the property under present legislation for in many cases the bare amount of the taxes.

The weak spot is the year's redemption clause.

Two years will only make it worse. Buying at a tax sale with such a clause is pure gambling, with the odds all on the side of the buyer. No genuine investor desirous of building a home or improving land would buy a property two years ahead of his requirements, with the additional disadvantage that he may never possess it.

The second reason quoted is harder to deal with. It may be the result of improvidence in good times or a genuine case of hard luck. Possibly a home was bought before conditions really justified the move, but everyone must sympathize with this, the most deserving case of all. The third reason is somewhat akin to the first, when an opportunity to sell at a good price has been refused, otherwise it might be dealt with by the council through a reduction in the assessment. It is but a temporary condition which should right itself, and does not bulk sufficiently large in the general situation to merit special consideration or legislation.

Considering the foregoing, can it be said that increasing the redemption period to two years is showing statesmanship of a high standard? For two years the property may be unproductive!

It may be an eyesore, but it cannot be touched. Is that good for the municipality? Undoubtedly no!

Before the municipal commission some years ago I placed a suggestion similar to the following, but I never heard why it was not considered, or in what way it was defective.

When two years' taxes are in arrears, as at present, it was proposed to put the property up for sale and guarantee title from the fall of the hammer, a deed to be issued as soon after the sale as possible. If considered advisable, the period to be made three years, thus giving the owner the same period of grace as at present (including the year for redemption). People who want homesites will attend the sales and pay a far higher price, knowing that they are actually buying a property, than the speculator who is only buying a chance of ownership. In any event the price would be the cash value of the property at the time of the sale.

The surplus over the amount of taxes would be paid to the delinquent taxpayer, or held for him if his address is unknown.

If the three year period were adopted only good could result to the owner in arrears, though the municipality would have to wait longer for its money. This, however, could be overcome to a great extent by allowing the municipality to issue tax certificates bearing interest at a rate to give par to the municipality and secured by the arrears of taxes, which would bear interest at the same rate. These certificates would be issued only in cases where two years of taxes were in arrears, and be for one year, the property automatically going to auction at that time, and not being dependent on the whim of the council as at present.

If the present proposed legislation goes into force the municipality will be temporarily deprived of three years' taxes on the property sold, as it is seldom that a tax sale buyer pays any taxes until he is assured that he is likely to acquire title.

When he buys, the current year's taxes are unpaid, and in the two following years he is unlikely to pay out money which will only bring him interest if the property is redeemed.

More property than at present will fall to the municipality, and will be a burden until title is acquired and it can be sold.

Future legislation should try to cure the trouble, not merely prolong the evil day to the detriment of the large tax paying population.

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### SOME BOND SALES DURING AUGUST.

#### ASUABRUCK TOWNSHIP, ONT.

\$10,122, 5 per cent., 20-year instalment bonds, awarded to A. H. Martin and Co., Toronto.

#### PORT DALHOUSIE, ONT.

\$12,500, 5 per cent., 20-year bonds, awarded Bougard, Ryerson and Co., Toronto.

#### ROSS S. D., MAN.

\$7,000, 6 per cent. 20-year bonds, awarded to W. L. McKinnon and Co., Toronto. Price \$6,800.

#### WHITBY, ONT.

\$62,400, 5½ per cent. 30-year bonds, awarded to Brent, Noxen and Co., Toronto. Price, \$61,611 net.

#### COBOURG, ONT.

\$11,000, 5½ per cent. 15-instalment bonds. Sold to Bank of Toronto. Price 103.31.

#### TILBURY WEST, ONTARIO.

\$25,584.16, 6 per cent. 10-year instalment, bonds of the Township of Tilbury West, sold to W. L. McKinnon and Co., Toronto.

#### BEVERLEY TOWNSHIP.

\$4,495, 5½ per cent., 30-instalment bonds of the Township of Beverley, Wentworth County, sold to W. L. McKinnon and Co., Toronto.

#### RURAL SCHOOL BONDS, SASKATCHEWAN.

\$7,600 7½ per cent., 10-instalment rural school bonds, Province of Saskatchewan. Sold to A. H. Martens and Co., Toronto.

\$6,000, 7 per cent., 20-instalment bonds of Cardale Consolidated School District, Manitoba; sundry Manitoba and Saskatchewan school district debentures, paying 7 and 7½ per cent., and amounting to \$15,200 and \$67,300, Saskatchewan rural telephone debentures paying 8 per cent., and in 15 instalments. Purchasers, H. O'Hara and Co., Toronto.

#### NORTH TORONTO.

Bongard, Ryerson and Co., Toronto, at the beginning of the month, bought a small block of an old issue of North Toronto 4½'s, and offered them at a price to yield 5.05 per cent. As North Toronto is now a part of Toronto, the bonds have the security of the city behind them, and it is understood that they were rapidly placed.

#### MUNICIPAL DEBENTURE BY-LAWS APPROVED.

Debenture by-laws approved in British Columbia by Inspector of Municipalities, Mr. Robert Baird, Victoria, are as follows:—

Richmond Debentures, 4 to 40, issued under By-law No. 185, and Debentures 12 to 40, issued under By-law No. 186, both certificated July 15.

Nanaimo, Local Improvements, \$51,032, 15 year, 6 per cent.; Nanaimo, Local Improvements, \$19,769, 15 year, 6 per cent.; Nanaimo, Local Improvements, \$13,190, 15 year, 6 per cent.; Nanaimo, Local Improvements, \$3,048, 15 year, 6 per cent.; all certificated July 20.

Penticton, Electric Light, \$6,000, 10 year, 6 per cent.; certificated July 22.

#### MORE FIRE PREVENTION EDUCATION NEEDED.

The necessity for maintaining the campaign to reduce the country's fire losses should be recognized more than ever by the people of Canada. The war is demonstrating the importance of the resources of a nation. In a young country like Canada the loss by fire is particularly severe because the labor and capital, which are required to replace such losses, should be utilized in development and construction. We are piling up an immense debt as a result of the war, and can only pay this debt off by producing salable commodities; consequently, we should hoard all our raw material and protect it from destructive agencies such as fire.—Industrial Canada.

**PARIS PAYS 6 P.C. FOR ITS BORROWINGS.**

One of the members of the Paris Municipal Council has proposed that the consent of the Conseil d'Etat be obtained to the issue of f.120,000,000 of short term bonds, repayable in six or 12 months, to bear interest at 6 per cent. per annum. This has been adopted, and it was stated that the state would subscribe f.37,000,000 of this issue, leaving f.83,000,000 to be subscribed for by the public.

**THE NEW ARREARS OF TAXES ACT IN SASKATCHEWAN.**

The town of Langham has secured the distinction of being the first to have its list of lands advertised in The Saskatchewan Gazette, as provided for in The Arrears of Taxes Act. Many other municipalities have already taken action, and with the bountiful harvest which is now in prospect, it is expected that there will be a general clearing of all arrears of taxes during this fall. Criticism has been directed against many municipal institutions in the province on account of their having allowed unpaid taxes to accumulate. Doubtless leniency was extended in many instances where a vigorous policy of securing outstanding taxes would have been more businesslike. In very few of the older provinces or states are the ratepayers allowed to neglect the payment of taxes while they are current. No one gains by allowing assessments to get into arrears, for it means that the ratepayer must pay an additional eight per cent., while the municipality is embarrassed through its lack of finances. The new Arrears of Taxes Act will doubtless have the effect in Saskatchewan as similar legislation has had in other provinces, and will induce all ratepayers to put forth successful efforts to pay their taxes as soon as the notices are issued. Sometimes preparations for the remittance must be made weeks or perhaps months ahead, but in no case should a tax notice be ignored.

The printing of The Arrears of Taxes Act in advance of many other portions of the statutes was arranged for, and on July 9, or about two weeks after the session closed a complete copy of the new Act was sent to the secretary treasurer of each of Saskatchewan's 673 urban and rural municipalities.—Official Report.

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# CITY OF SASKATOON

During the past two years the Civic Administration of the City of Saskatoon has been reorganized on proper municipal lines with the following results:

The assessed value for taxation has been reduced from \$56,336,371 in 1913 to \$48,207,715 in 1915, a reduction of \$8,128,653 or 14.4 per cent. During the same period the total tax rate has been reduced from 18 mills to 15 23-30 mills, a reduction of 2 7-30 mills or 12.4 per cent.

A comparison between the General Tax Levy of 1913, 1914 and 1915 is as follows:—

	1913	1914	1915
General Tax Levy.....	\$759,435.00	\$678,871.00	\$504,653.00
Deduct amount included in the above for sinking fund and interest	167,078.00	208,274.00	223,353.00
Net General Levy for Current Expenditure.....	\$591,357.00	\$470,597.00	\$281,300.00

It will be seen from the above figures that the amount levied for general expenditure in 1915 is less by \$310,053 than the amount levied in 1913 or a reduction of 52.0 per cent.

Since 1913, annual appropriations are made for the various civic departments in the first month of the year, and monthly statements are prepared showing the expenditure incurred as compared with the particular appropriation allowed.

As a result of this organized system instead of having to carry forward a deficit from one year to another, as was the case in 1912 and 1913 when the deficit was \$36,280, there has been a surplus to carry forward amounting to \$15,130 in 1913 and \$51,314 in 1914.

## PUBLIC UTILITIES

In the same way the Public Utilities of the City: Water, Electricity and Street Railway have been reorganized. It has been the practice in Saskatoon to charge up to each Utility sinking fund, interest and depreciation, and in estimating a loss or profit on a Utility these amounts are always allowed for.

The following statement shows a comparison between the operation of the Utilities in the years 1913 and 1914:

UTILITY	1913		1914	
	PROFIT	LOSS	PROFIT	LOSS
Waterworks.....	\$ 4,113		\$16,139	
Electric Light and Power.....	30,555		38,598	
Street Railway.....		\$19,664		\$33,477
	\$34,668	\$19,664	\$54,737	\$33,477
NET PROFIT.....	\$15,004		\$21,260	

It will be seen from the above figures that the increase in profit in these three Utilities in 1914 when compared with 1913 is \$6,256.

The operating expenses of the Waterworks was reduced from \$97,375 in 1913 to \$65,295 in 1914.

The operating expenses of the Electric Light & Power Department was reduced from \$242,601 in 1913 to \$205,387 in 1914.

The above statement shows a loss on the operations of the Street Railway only because \$40,818 is charged up in 1913 and \$51,876 in 1914, against this Utility for sinking fund interest and depreciation. Deducting these amounts the revenue over and above operating expenses in 1913 and 1914 was \$21,153 and \$18,567 respectively.

The City of Saskatoon is the only City in the West operating a Street Railway which makes provision in the current year's tax levy for any loss which may be occasioned in the operations of the Street Railway after allowing for payment of sinking fund, interest and depreciation.

## FINANCIAL STATISTICS OF SASKATOON

Assessed value for Taxation (1915).....		\$48,207,715.00	
Exemptions not included above.....		3,528,370.00	
General Debenture Debt.....			\$6,051,943.75
Less Sinking Fund—General.....		\$201,125.74	
Utilities.....		118,124.33	
Debentures redeemed.....		4,649.75	
		\$323,899.82	
Less Electric Light Debentures.....	\$1,382,665.00		
Waterworks.....	648,648.80		
Street Railway.....	600,000.00		
	\$2,631,313.80		
Less Sinking Fund as above.....	118,124.33	\$2,513,189.47	\$2,837,089.29
Net Debenture Debt.....			\$3,214,854.46
Local Improvement Debt Outstanding (Ratepayers' Share).....			\$1,846,091.64
Less Sinking Fund.....			329,894.63
			\$1,516,197.01
Value of Municipality's Assets (Dec. 31st, 1914).....		\$11,078,351.83	

TAX RATE—General 10½ mills; Library 1-15 mills.  
 AREA OF MUNICIPALITY—8,480 Acres.  
 POPULATION ESTIMATED—25,000.

The Assessment and Tax Rate of Saskatoon is the lowest of any City west of Winnipeg with a population of 25,000 or over.

All the above figures are certified as correct by MacIntosh & Hyde, City Auditors.

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# Engineers—And what they are doing

**GALT, ONT.**

The alterations to the electrical pumping plant of Galt, Ont., are expected to be completed next week. According to Dr. Radford, chairman of the waterworks commission, the city uses over 12,000,000 gallons a year for sewer flushing.

**OUTREMONT, QUE.**

The city council of Outremont has decided to buy a combination sprinkler and flusher at a cost of \$6,890.

**BERLIN, ONT.**

The trunk sewer of Berlin has been reported by Mr. Willis Chipman, Toronto, to be satisfactory, with a few minor exceptions. This exonerates Mr. Herbert Johnston, city engineer, who was charged with inefficiency with regard to the sewer, which was taken over by the city from the contractors during its construction. The cost of the trunk sewer was \$85,000.

**MONTREAL'S ENGINEERS.**

Mr. J. R. MacLeod, for some years in charge of Montreal's municipal railways and tramways, has been placed in charge of the sewers department of the city, and Mr. A. Martin has been appointed assistant to Mr. P. E. Mercier, who is acting as chief engineer in place of Major Janin, now at the front.

**MONTREAL.**

Mr. M. J. Butler, consulting engineer to the city of Montreal in connection with its waterworks extensions, has recommended the construction of a retaining-wall along the north side of the aqueduct. This additional precaution to the safety of the city water supply has been under consideration for some little time, and it is estimated to cost \$360,000. The council has decided to proceed at once with its construction.

**ROAD CONSTRUCTION IN ONTARIO.**

A reduction for 1916 of about \$200,000 in the outlay on road construction in Ontario by the twenty counties operating under the Highway Improvement Act is indicated by recent estimates submitted to Mr. W. A. McLean, provincial engineer of highways. Last year's actual expenditure on road construction was \$847,000, while the estimate for next year provides for an outlay of \$640,000.

**THE MAYOR WAS VERY BUSY.**

Few men who have journeyed through the West this year have brought back more interesting or more original observations than George Bury, vice-president of the C.P.R. Mr. Bury took his time as he journeyed. His was an analytical trip. He wanted to know the West, to be absolutely versed in that part of Canada towards which the whole world is turning at the present time.

This year, above all others, it was necessary that Mr. Bury know his ground. The C. P. R. itself wanted only "ground floor" facts. So Mr. Bury took a daylight rather than a "sleeper" trip.

Very evidently it was the getting off at the points on the way that proved valuable to an impressionable man like Mr. Bury. He tells one story, at first glance an amusing picture of small town life, but on second thought it is shown to be of the utmost significance at the present moment in the Dominion's history.

"I visited one small town in British Columbia where, on every previous visit, the talk was about subdivisions and town lots. On this occasion, however, the mayor was not at the station. He was cutting alfalfa. The town clerk was busy on his vegetable ranch. The leading real estate agent was in Vancouver seeking a market for butter."

That is "getting back to the land" with the proper degree of accuracy. To use Mr. Bury's comment, "towns run by workers are bound to prosper for that means that all energies are devoted to reproducing wealth."—T. K. D., in Financial Times.

**R. O. WYNNE-ROBERTS.**

We note that Mr. R. O. Wynne-Roberts, late consulting engineer for Regina, and who has had a large experience in municipal engineering, has just opened an office in Toronto, where he will practice as consulting engineer.

**WELLAND, ONT.**

Building permits for month of July this year .. \$22,910.00  
 Building permits for month of July last year .. 51,815.00  
 Total for year to end of above month is ..... 113,907.00  
 Total for corresponding period last year .. . 300,393.00

**IMPORTANT CONCESSION TO "GOOD ROADS."**

The Board of Railway Commissioners in a recent decision regarding the railways carrying gravel, etc., at low commodity rates to enable the municipalities in Western Ontario to carry out their propaganda of "good" road construction, were very emphatic in defining the responsibility of the railways. The Chief Commissioner, (Sir H. L. Drayton) in rendering the decision of the Board, said:

"The Board cannot order the companies to put in unremunerative rates, nor a rate so low as to be unfairly out of line with rates which are necessary to be maintained in order to permit the continuance of satisfactory operation of railways, due regard being had to proper consideration of the value of the commodities shipped and the service performed. While, therefore, I felt that it was impossible for the Board to make any order, the Board urged upon the companies the advisability of recognizing a public interest and the benefits which would result to the companies themselves from a proper system of good roads.

"The Ontario Government has also intervened, and is very desirous of obtaining extremely low rates, with a view to aiding the present campaign for good roads. The companies are insistent that they require more revenue, and that their rate returns as a whole are inadequate and insufficient, and, in the first instance, took the position that while they admitted the need of good roads, that, in view of their present necessities and of their present application for increase in freight rates, no concessions could possibly be made by them, as this would be construed as evidence that an increase in rates generally was not required. The railways have been assured that no such construction will be made by the Board.

"The railways now state that, regarding the question in the light of public policy and the possibility of increased railway business as a result of the added prosperity, and with the understanding that the rates offered are not to be regarded as indicating sufficient rates for similar commercial service, they will carry in the territory in question gravel that the municipalities require at a flat blanket rate of 50 cents per ton for any distance up to and including 50 miles, the rate to be a carload rate and cars to be loaded to their full stencilled carrying capacity, the gravel to be consigned to the clerk of the municipality and to be used for the purpose of road-making; and the railway companies to be notified in advance of the number of carloads required, so that special instructions may be issued in each case. It is anticipated that 50 miles will be the maximum haul, but should municipalities at further distances require the gravel the rate will be scaled down in the usual manner for greater distances."

**MEN TO WHOM SUCCESS COMES.**

Success comes to those men with co-ordinate ability—men who are broad minded—men who know how to organize, delegate and supervise—men who welcome advice from bankers, lawyers, architects, business counsellors, as well as from anyone inside the organization from the office boy to the first assistant. But all these must stand the test of perpetual analysis.—H. A. Groh.

**LABOR FAMINE.**

It would not be at all surprising if a labor famine eventually confronted the manufacturers both in Canada and the United States. Immigration into both countries has practically ceased, while emigration has been augmented as many of the laboring men in both countries have gone home to fight the battles of their home lands. In addition, the heavy enlistments and the call by Great Britain for skilled mechanics has further depleted the ranks of laboring men in these two countries.—Montreal Journal of Commerce.

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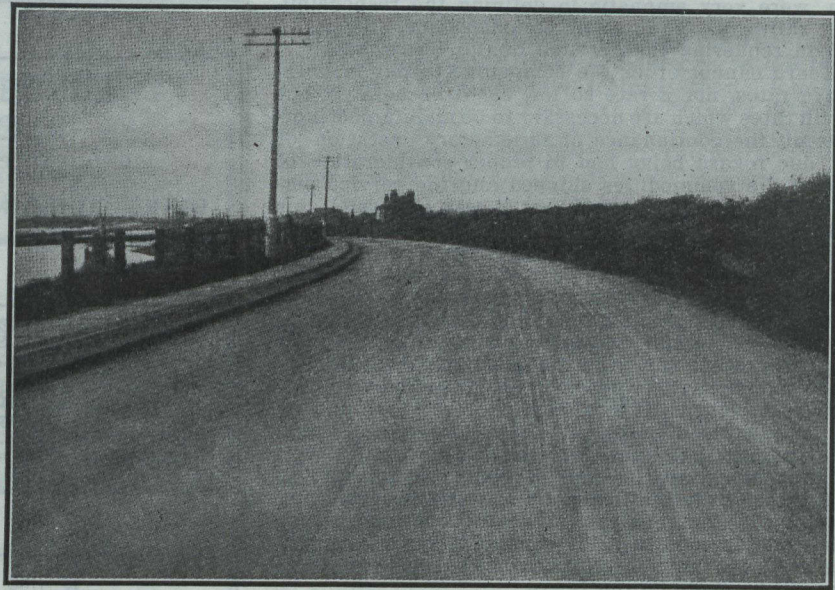
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