

**CIHM
Microfiche
Series
(Monographs)**

**ICMH
Collection de
microfiches
(monographies)**



Canadian Institute for Historical Microreproductions / Institut canadien de microreproductions historiques

© 1994

Technical and Bibliographic Notes / Notes techniques et bibliographiques

The Institute has attempted to obtain the best original copy available for filming. Features of this copy which may be bibliographically unique, which may alter any of the images in the reproduction, or which may significantly change the usual method of filming, are checked below.

L'Institut a microfilmé la meilleur exemplaire qu'il lui a été possible de se procurer. Les détails de cet exemplaire qui sont peut-être uniques du point de vue bibliographique, qui peuvent modifier une image reproduite, ou qui peuvent exiger une modification dans la méthode normale de filmage sont indiqués ci-dessous.

Coloured cover/
Couverture de couleur

Coloured pages/
Pages de couleur

Covers damaged/
Couverture endommagée

Pages damaged/
Pages endommagées

Covers restored and/or laminated/
Couverture restaurée et/ou pelliculée

Pages restored and/or laminated/
Pages restaurées et/ou pelliculées

Cover title missing/
La titre de couverture manque

Pages discoloured, stained or foxed/
Pages décolorées, tachetées ou piquées

Coloured maps/
Cartes géographiques en couleur

Pages detached/
Pages détachées

Coloured ink (i.e. other than blue or black)/
Encre de couleur (i.e. autre que bleue ou noire)

Showthrough/
Transparence

Coloured plates and/or illustrations/
Planches et/ou illustrations en couleur

Quality of print varies/
Qualité inégale de l'impression

Bound with other material/
Relié avec d'autres documents

Continuous pagination/
Pagination continue

Tight binding may cause shadows or distortion along interior margin/
La reliure serrée peut causer de l'ombre ou de la distorsion le long de la marge intérieure

Includes index(es)/
Comprend un (des) index

Blank leaves added during restoration may appear within the text. Whenever possible, these have been omitted from filming/
Il se peut que certaines pages blanches ajoutées lors d'une restauration apparaissent dans le texte, mais, lorsque cela était possible, ces pages n'ont pas été filmées.

Title on header taken from: /
Le titre de l'en-tête provient:

Title page of issue/
Page de titre de la livraison

Caption of issue/
Titre de départ de la livraison

Masthead/
Générique (périodiques) de la livraison

Additional comments: /
Commentaires supplémentaires:

This item is filmed at the reduction ratio checked below /
Ce document est filmé au taux de réduction indiqué ci-dessous.

10X	14X	18X	22X	26X	30X
<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12X	16X	20X	24X	28X	32X

The copy filmed here has been reproduced thanks to the generosity of:

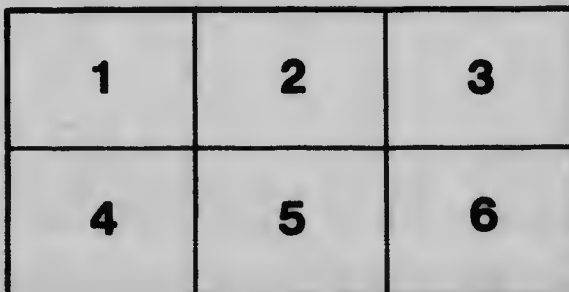
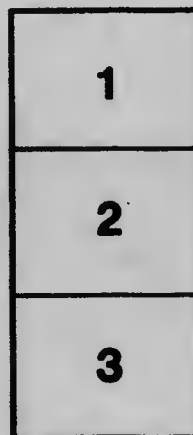
National Library of Canada

The images appearing here are the best quality possible considering the condition and legibility of the original copy and in keeping with the filming contract specifications.

Original copies in printed paper covers are filmed beginning with the front cover and ending on the last page with a printed or illustrated impression, or the back cover when appropriate. All other original copies are filmed beginning on the first page with a printed or illustrated impression, and ending on the last page with a printed or illustrated impression.

The last recorded frame on each microfiche shall contain the symbol \rightarrow (meaning "CONTINUED"), or the symbol ∇ (meaning "END"), whichever applies.

Maps, plates, charts, etc., may be filmed at different reduction ratios. Those too large to be entirely included in one exposure are filmed beginning in the upper left hand corner, left to right and top to bottom, as many frames as required. The following diagrams illustrate the method:



L'exemplaire filmé fut reproduit grâce à la générosité de:

Bibliothèque nationale du Canada

Les images suivantes ont été reproduites avec le plus grand soin, compte tenu de la condition et de la netteté de l'exemplaire filmé, et en conformité avec les conditions du contrat de filmage.

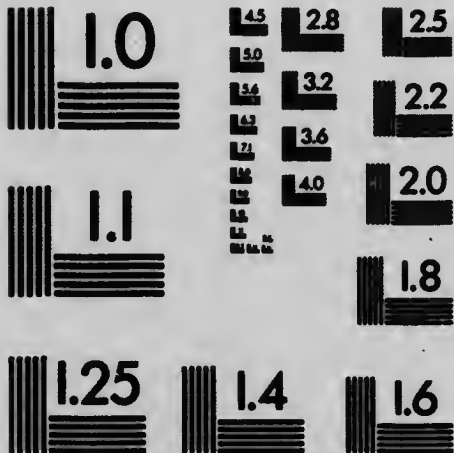
Los exemplaires originaux dont la couverture en papier est imprimée sont filmés en commençant par le premier plat et en terminant soit par la dernière page qui comporte une empreinte d'impression ou d'illustration, soit par le second plat, selon le cas. Tous les autres exemplaires originaux sont filmés en commençant par la première page qui comporte une empreinte d'impression ou d'illustration et en terminant par la dernière page qui comporte une telle empreinte.

Un des symboles suivants apparaîtra sur la dernière image de chaque microfiche, selon le cas: le symbole \rightarrow signifie "A SUIVRE", le symbole ∇ signifie "FIN".

Les cartes, planches, tableaux, etc., peuvent être filmés à des taux de réduction différents. Lorsque le document est trop grand pour être reproduit en un seul cliché, il est filmé à partir de l'angle supérieur gauche, de gauche à droite, et de haut en bas, en prenant le nombre d'images nécessaire. Les diagrammes suivants illustrent la méthode.

MICROCOPY RESOLUTION TEST CHART

(ANSI and ISO TEST CHART No. 2)



APPLIED IMAGE Inc

1653 East Main Street
Rochester, New York 14609 USA
(716) 482 - 0300 - Phone
(716) 288 - 5989 - Fax

854

Comm. Putnam, John D.
Pam.

City
Government
Maurice

J. H. Putnam
Senior Inspector
of
Public Schools.





INTERPRETATION OF ABOVE:

The adze or broad axe—Represents "the square timber trade."

The beehive—Represents "industry."

The plough and sheaf of wheat—Represents "plenty."

The locomotive—Represents "transportation facilities by rail."

The locks and river—Represents "transportation facilities by water."

The rural scene—Represents "a country blessed with sunshine, timber and game."

The Chaudière Falls—Represents "water power facilities."

The figure on right—Represents "Justice."

The figure on left—Represents "dignity of labor."

The rose, thistle and shamrock—Represents "British connection."



OTTAWA

PRINTED BY JAMES HOPE & SONS, LIMITED

1919

JS 1766

.2

A.2

P8

1919

C.2

INTRODUCTION

Our system of Government is perhaps the most complex in the world. It has many anomalies and some of these are not easily explained. English-speaking people have always been more concerned about how their Government works than about the logical adjustment of its several parts.

The object of this little book is to give teachers, older children in our schools and others who may be interested a fair grasp of our municipal or city government. As preliminary to this all ought to keep in mind that Canadians, wherever they may live, are governed by and owe a measure of obedience to, three distinct but closely related law-making and law-administering authorities, viz.,

The Parliament of Canada,
The Provincial Legislature,
The Municipal Council.

These governing bodies do not form a rigid hierarchy in the sense that the Parliament of Canada exercises control over the legislatures of the Provinces and the legislatures of

Provinces exercise control over the councils of the municipalities. Each has its clearly defined sphere of legislation and administration. The Parliament of Canada could no more make laws regulating the retail sale of liquor in Ontario than the Legislature of Ontario could make laws regarding the collection of customs duties on woollen goods coming into Canada at the Port of Halifax. Nor could the Ontario Legislature force the ratepayers of Ottawa to build a city hall, costing \$5,000,000, any more than the Ottawa City Council could pass a by-law requiring the Ontario Legislature to fix the fee for a marriage license within the Province at \$500.

And yet, while each of these three governing bodies has certain clearly defined spheres of action, there is a sense in which the first has some control over the second, and the second a very great control over the third. The Governor-General of Canada, on the advice of his Cabinet, may disallow the Act of any Provincial legislature where such Act is thought to be harmful to the general good of Canada; and the Legislature of Ontario from time to time passes and amends Acts which regulate the government of municipalities. It is conceivable that the Legislature of Ontario might lawfully enact that all Ontario cities of more than one hundred thousand population

should spend \$5,000,000 each for a city hall, but it is extremely doubtful whether there is any legal machinery by means of which the provisions of such an Act could be enforced. On the other hand, the Legislature of Ontario might very properly pass an Act placing the Government of the City of Ottawa under a mayor and a council of nine aldermen elected for a two-year term, instead of under a mayor, four controllers, and eighteen aldermen elected annually, as at present.

We must also be on guard lest we assume, without sufficient reason, that the Parliament of Canada and its laws concern us more than the Legislature of Ontario and its laws; or that the Legislature of Ontario and its laws concern us more than the City Council of Ottawa and its by-laws. One is not necessarily more important than another simply because it is larger, or exercises jurisdiction over a greater geographical area. Each is important in proportion to the bearing it has on our liberty of thought, our freedom of action and expression, our property rights, our education, our health, our means of transportation, our payment of taxes, and our whole round of human welfare and effort.

Judged in this way it may mean more to the daily comfort and happiness of a citizen of

Ottawa that the City Council should be composed of good men and, therefore, capable of good government, than that the Province of Ontario or the Government of Canada should be wisely governed. The wise or unwise acts of the Ottawa City Council affect us as citizens immediately and every day. The purity of our water and milk, the cleanliness of our streets, the smoothness of our pavements, the beauty of our parks, the security of our property against fire or theft, the protection furnished us against disease, the provision made for our education by means of schools and libraries—may not be more important than the amendment of a criminal law by the Parliament of Canada or a change in the rate of taxation on dead men's estates by the Province of Ontario, but they are so intimately a part of our daily lives that taken as a whole they affect us more directly and have a more immediate bearing on our comfort and happiness.

CITY OF OTTAWA—ITS GOVERNMENT

HISTORICAL

The village of Bytown, now the City of Ottawa, was incorporated in 1827. This village was incorporated as a town in 1847 and in 1854 the town of Bytown became the City of Ottawa. In 1857 the City of Ottawa was selected by Her Majesty, the late Queen Victoria, to be the Capital of the United Provinces of Upper and Lower Canada, and the corner-stone of the present Parliament Buildings was laid in 1859. Later, in 1867, when the British North America Act created the Dominion of Canada, Ottawa became its capital.

At the present time (January, 1919) the City is divided into nine wards, with the following acreage:

Victoria Ward.....	643	acres.
Dalhousie Ward...	1,105	"
Wellington Ward..	501	"
Central Ward.....	746	"
Capital Ward.....	923	"
St. George's Ward.	625	"
By Ward.....	202	"
Ottawa Ward.....	228½	"
Rideau Ward.....	322	"
Total.....	5,295½	"

If the City were in the shape of a rectangle, it would be equivalent to one four miles long by a little more than two miles wide.

BOUNDARIES BY WARDS

VICTORIA WARD

Bounded on the north by the centre of the channel of the Ottawa River from a point opposite the Rideau Canal Locks to Parkdale Avenue produced; then southerly along Parkdale Avenue to its intersection with the northerly side of Scott Street; thence westerly along said Scott Street to Skead's Road; thence southerly along Skead's Road to its intersection with the north side of Wellington Street; thence easterly along the northerly side of Wellington Street to its junction with Sparks Street; thence easterly along the northerly side of Sparks Street to Rideau Canal; thence northerly following the Rideau Canal to the centre of the channel of the Ottawa River, the place of beginning.

DALHOUSIE WARD

Bounded on the east by Bronson Avenue; on the south by the Rideau Canal to the

westerly line of the St. Lawrence and Ottawa branch of the C.P.R.; thence northerly along the said railway to Carling Avenue; thence westerly along the south side of Carling Avenue to the side line between lots 33 and 34; thence northerly along the said side line to the south side of Wellington Street; thence easterly along the south side of said street to its intersection with Sparks Street; thence along Sparks Street to its intersection with Bronson Avenue.

WELLINGTON WARD

Bounded on the west by Bronson Avenue; on the south by the G.T.R.; on the east by Bank Street; and on the north by Sparks Street.

CENTRAL WARD

Bounded on the north by Sparks Street; on the west by Bank Street; on the south by the G.T.R. between Bank Street and the Rideau River; thence northerly down stream following the said river to Hurdman Road, thence westerly along Hurdman Road to its junction with Mann Avenue; thence along Mann Avenue to the Rideau Canal; and on the East by the Rideau Canal.

CAPITAL WARD

Bounded on the north by the G.T.R. from Bronson Avenue to the Rideau River; on the south and east by the Rideau River; and on the west by Bronson Avenue.

ST. GEORGE'S WARD

Bounded on the north by the rear line of the lots fronting on the north side of Rideau Street and the south side of George Street produced to the Rideau Canal; on the south by Hurdman Road and Mann Avenue; on the east by the Rideau River; and on the west by the Rideau Canal.

BY WARD

Bounded on the north by St. Patrick Street produced to the Ottawa River; on the south by the rear line of lots fronting on the north side of Rideau Street and by George Street produced to the Rideau Canal; on the east by the Rideau River; and on the west by the Rideau Canal.

OTTAWA WARD

Bounded on the north by the Ottawa and Rideau Rivers; on the south by St. Patrick

Street; on the east by the Rideau River; and on the west by the Ottawa River.

RIDEAU WARD

Bounded on the north by the Ottawa River, Princess Terrace and Maple Lane; on the south by the south shore of the Rideau River and Beechwood Avenue; on the east by Beechwood Avenue and Butternut Terrace; and on the west by the Rideau and Ottawa Rivers.

GOVERNING BODIES

The laws that regulate and determine how any city, town, village, or township in the Province of Ontario shall be governed are made by the Ontario Legislature. The greater number of these laws are general in their application, but every large city in Ontario has had acts passed by the Legislature for its special benefit. Ottawa has had many such legislative enactments.

Previous to Confederation in 1867, the City of Ottawa was governed by a special charter granted by the Province of Canada and as provided for by the Canadian Municipal Act as passed in 1851.

The general Statutes of Ontario and the

various special Statutes passed for the City of Ottawa place the government of the City under a number of elected or appointed bodies, the principal of which are as follows:

1. The City Council,
2. The Public School Board,
3. The Separate School Board,
4. The Collegiate Institute Board,
5. The Public Library Board,
6. The Board of Police Commissioners and the Police Court,
7. The Board of Health,
8. The Improvement Commission,
9. The Ottawa Hydro-Electric Commission.

The object of this little book is to explain how each of these governing bodies is chosen and how it performs its part in the government of the City.

THE CITY COUNCIL

ITS COMPOSITION

The most important governing body and the one that in some measure *controls each of the others is the City Council. This Council consists of a mayor, four controllers and eighteen aldermen, twenty-three members in all, elected annually by the rate-payers. The mayor and four controllers are elected by the whole City, the aldermen are chosen by wards, two being elected for each of the nine wards into which the City is divided. The Mayor, by virtue of his office, is Chairman of the Board of Control.

The last Monday in every year is Nomination Day, unless Christmas falls on that day. In such event nominations are to be made on the Friday immediately preceding the last Monday. On this day candidates must be nominated or proposed for the various offices. To be eligible for nomination the candidate must be a British subject and 21 years of age. He must own real estate assessed in his own name, or that of his wife, for at least one thousand dollars which must be clear of all liens,

*Strictly speaking the City Council has no control whatever over the Separate School Board. As a matter of convenience Separate School taxes are collected by the City Council, but the Separate School Board might collect these taxes direct from Separate School supporters if it wished to do so.

charges or incumbrances, or he must hold a lease of property assessed at not less than two thousand dollars. There must be no arrears of taxes against the property with respect of which he qualifies, nor may he be liable for any other arrears of taxes to the Corporation.

The mayor will be declared elected by acclamation when he is the only candidate nominated; the controllers will be declared elected by acclamation when only four candidates are nominated; and the two aldermen nominated in any ward will be declared elected by acclamation when only two are nominated in that ward.

If more than one candidate is nominated for mayor, there will have to be a mayoralty election. If more than four candidates are nominated for controllers there will have to be an election to choose from the total number nominated the four who receive the highest number of votes. If more than two candidates are nominated for aldermen in any one ward there will have to be an election in that ward to choose the two who receive the highest number of votes.

WHO MAY VOTE FOR MAYOR, CONTROLLERS AND ALDERMEN

The right to vote in a municipal election is not given to every man or woman who is a

resident of the municipality. Men may vote if they are British subjects not less than twenty-one years of age and possess certain property qualifications. Until recently women might vote only if they were unmarried or widows and in possession of the necessary property qualification. Now married women may vote if they are sole owners or joint owners with their husbands of real property, or if they have the necessary independent income, or if independent of their husbands they carry on a business and pay the necessary taxes. A man or a woman otherwise qualified must pay taxes as a freeholder or a tenant on an assessment of not less than four hundred dollars, or must be assessed on income for not less than the same amount.

The names of these men and women entitled to vote are printed in the voters' list of the ward in which they live or own property or carry on business. This voters' list is prepared each year for use the following year by the City Clerk from information furnished him by the Assessment Commissioner. There is a separate voters' list for each ward in the City. If a voter lives in one ward and owns property or earns an assessable income or carries on a business in another ward he has a vote for aldermen in both wards. If a voter owned property in each of the nine wards in Ottawa assessed for four hundred dollars or more he

would be entitled to vote for aldermen and school trustee in each of the nine wards. No voter can vote more than once for mayor or controller. A voter voting as a property owner in two or more wards may vote in two or more wards for or against any money by-law which is being submitted for the approval of the ratepayers. A voter may vote only once on any plebiscite being submitted to secure an expression of opinion upon any municipal question.

HOW A MUNICIPAL ELECTION IS CONDUCTED

When the men nominated for the City Council are not elected by acclamation on the last Monday in the year an election is held on the first Monday in the new year. The City Clerk is the Returning Officer and on him rests the chief responsibility of conducting the election according to law. He is assisted by deputy returning officers, who have previously been named by the retiring City Council. Polling places have also previously been arranged and duly advertised. In addition, the Assessment Commissioner at the City Hall advises every voter by post card of the exact location of the polling places at which he is to vote in the ward or wards where he is entitled to vote.

Nominations for mayor and controllers are

On January, 1918.
Election for Members of the Municipal Council of the City of Ottawa.

ST. GEORGE'S WARD
Polling Subdivision No. 112
FOR CONTROLLERS

BRETHOUR

Thomas Brethour of the
City of Ottawa, Contractor

CHAMPAGNE

Harrison Champagne of the
City of Ottawa, Barrister

GLAVEY

Peter Glavey of the
City of Ottawa, Merchant.

KENT

Joseph Kent of the
City of Ottawa, Civil Servant.

MUIR

James Muir of the
City of Ottawa, Journalist.

NELSON

John W Nelson of the
City of Ottawa, Builder.

PLANT

Frank H Plant, of the
City of Ottawa, Manufacturer.

made at the City Hall between the hours of ten and eleven o'clock in the forenoon. Nominations for aldermen are made at some convenient centre in each of the nine wards at the noon hour.

Between the nomination day and polling day or election day, the City Clerk must have the necessary ballots prepared. These ballots contain the names of the candidates in alphabetical order. Previous to the election the City Clerk gives the deputy returning officers definite instructions as to their duties, supplies them with the necessary printed ballots and ballot boxes. On the morning of the election the deputy returning officer goes to the polling place assigned to him, and, assisted by a poll clerk and scrutineers, he gives a blank ballot or ballots with his own initials on the back to properly identified voters. The poll clerk writes down in a book furnished for that purpose the name and address of every voter who gets a ballot. The voter then takes his ballot to a curtained booth and secretly marks it for the candidate or candidates of his choice, after which he returns it, properly folded, to the deputy returning officer who deposits it in the ballot box. The scrutineer or scrutineers check off the voters one by one on their copies of the voters' list. Their presence at the polling booth is a check upon a careless

or dishonest deputy returning officer. The polls open at 9 a.m. and close at 5 p.m.

When the hour arrives for the close of the poll, the deputy returning officer, assisted by the scrutineers, opens the box and counts the ballots. The candidates for office may be present themselves or have a representative present if they wish to do so. After the ballots have been counted and recorded they are returned to the ballot box, which is given over by the returning officer to the City Clerk.

In case any candidate demands it within fourteen days of the City Clerk's declaration of the return of the poll the ballots must be recounted before the County Judge.

Should two candidates for the same office receive a tie vote, the City Clerk, as Returning Officer, casts a vote and breaks the tie. Only in the case of a tie vote has the City Clerk any right to vote in a municipal election. The expenses of a municipal election are paid by the City Council. For the election held in January, 1919, these expenses amounted to approximately \$5,000.

REMUNERATION OF MEMBERS OF THE CITY COUNCIL

In Ottawa, until recent years, the members of the Council received no pay for their work. They were supposed to be paid by the honour

conferred upon them of being known as the City Fathers. The mayor, however, was given a modest honorarium, as he had to give a great deal of time to city business and often was expected to entertain visitors and incur other expenses because of his official position.

The City's business has now become so important that the mayor must give to it several hours each day. Each member of the Board of Control has to give up, on an average, nearly half his time to the duties of his office. The aldermen have to attend regular meetings twice a month and special meetings whenever such are called. The mayor now receives \$3,500 a year, each member of the Board of Control \$1,500, and each alderman \$300.

DUTIES OF THE CITY COUNCIL

In a general way we may say that the duty of the City Council is to govern the City of Ottawa. More definitely we say the City Council is to preserve order in the city, protect the citizens' property from loss by fire, supply them with pure water, pave and keep clean their streets, look after their health by protecting them from contagious diseases, provide them with parks and playgrounds, furnish them with sewers and drains, collect their garbage, register births, marriages and deaths, and levy and collect from

the ratepayers by some fair method of taxation the money necessary to perform these services.

The Mayor is the Chairman of the Council and when present presides at its meetings. He executes agreements on behalf of the City, signs by-laws and money debentures. He has power to summarily suspend any city official for insubordination or neglect of duty. As the Chief Magistrate of the City, he receives distinguished visitors and upon formal occasions is the city's representative as a visitor to other cities. He is supposed to keep a watchful eye over the business of the city as it is being carried on by the permanent officials and their assistants. If the Mayor be an able, progressive and public-spirited man, he will naturally have plans for the improvement of the city and will spend much time in preparing his plans and securing for them the approval of his fellow councillors.

The Mayor and four Controllers make up what we call the Board of Control. This is a standing committee of the City Council, exercising certain powers conferred upon it by the Ontario Legislature which created it. In a general way we may say that the Board of Control prepares business for the City Council. The City Council meets regularly only twice a month, while the Board of Control meets regularly twice a week and when there is business to be transacted may meet oftener,

every day, if necessary. The Board of Control exercises a strict supervision over all payments of money, recommends to council the names of persons to fill any vacant offices, hears depositions of citizens and ratepayers which appear before it on any public or private business affecting the city. When the City Council meets, the four Controllers have exactly the same powers as the Aldermen. A report presented to Council by the Board of Control dealing with matters of a financial nature or appointments to office can be defeated or amended only by a two-thirds vote, but it may be referred back for further consideration on a majority vote.

The Council as a whole legislates by passing by-laws. The Council as a whole decides to some extent the general policy according to which the city is to be governed and the Board of Control carries out in detail the general instructions of the Council. But, on the other hand, as only the Board of Control can recommend the expenditure of money or can recommend persons for appointment to office and as its recommendations on such matters can be defeated or amended only on a two-thirds vote, it may often happen that the Board of Control is the dominant force in shaping the policy of the Council.

No member of the City Council except the Mayor acts in the capacity of an administrator.

The actual carrying on of the city's government is in the hands of the city's permanent officials, of whom the chief are:

The City Clerk,
The Commissioner of Works,
The City Collector,
The City Treasurer,
The City Auditor,
The Fire Chief,
The Assessment Commissioner,
The City Solicitor,
The Charity Officer,
The Market Inspector.

If we get a clear understanding of the respective duties of these officials, we shall have mastered some of the difficulties of the government of the city.

THE CITY CLERK

The City Clerk is the official mouthpiece of the City Council. He receives and answers all correspondence affecting the work of the Council. He must be present at every Council meeting and keep an accurate record of the proceedings. He must see that the minutes and by-laws are properly signed and printed. He is the custodian of the minutes, by-laws, deeds of property, leases of lands, contracts,

agreements, and official and contract bonds. He must record all marriages, births and deaths occurring within the city and transmit a record of such quarterly to the Registrar-General at Toronto. He must see that the voters' lists are properly prepared and must conduct the annual elections of the City Council according to law. He must require from every candidate nominated a declaration as to his property qualification and must see that every candidate elected as a member of the Council takes the necessary oath of office before taking his seat. He must prepare before each meeting of Council a printed report of the business to be considered thereat. In addition he must prepare, annually, the tax rolls.

THE COMMISSIONER OF WORKS

The Commissioner of Works is the head of the largest spending department of the City. He is responsible for building, repairing and maintaining the water system, sewers, pavements and sidewalks. In addition, he is entrusted with the cleaning and sprinkling of the streets, the collection of garbage and the issuing of permits for new buildings and repairs to old buildings. He carries out these important duties by having assistant engineers, foremen and sub-foremen to direct the several hundred men necessary for such an under-

taking. He is supposed to have a free hand in choosing the men under him and is held responsible by the City Council for securing satisfactory results. The pay of his assistants and workers is regulated by the City Council on recommendation of the Board of Control.

THE CITY COLLECTOR

The City Collector receives all monies levied as water rates, taxes on land and houses, income and business. He must send to every person owing taxes and rates to the city a bill showing exactly how much he owes and what each item is for. For example, early in the calendar year he will send to every property owner a bill showing the exact amount of his taxes and water rates for the year. This bill is made up from the value placed upon the properties by the Assessment Commissioner.

The greater part of these taxes is payable in half-yearly instalments in the months of June and November. The City Collector hands over to the City Treasurer all monies received by him.

THE CITY TREASURER

The City Treasurer receives, pays out, and keeps a proper account of all money belonging to the city. He is also the custodian of all

debentures. If a property owner neglects or refuses to pay his taxes the City Treasurer will after a certain length of time and after duly advertising it, proceed to sell the man's property or enough of it to cover the unpaid taxes. The City Treasurer pays out money only according to the direction of the City Council and on the Mayor's order, duly certified to by the City Auditor.

When the calendar year begins there is usually very little, if any, money, in the hands of the Treasurer and as no taxes are payable until the 15th of June, it is necessary to borrow money from a bank. It also often happens that the city wishes to spend large amounts of money for some permanent improvement, such as an asphalt pavement or an improved water system. For such purposes it might be necessary to spend a million dollars in a single year. To make it easier for the people to pay this amount, it is customary to borrow the necessary money by selling the city's bonds or debentures payable in ten, twenty or thirty years. Each year the interest is paid and a certain sum set aside to form a sinking fund, which will wipe out the debt when it shall become due. All this business with the banks and money lenders is largely in the hands of the City Treasurer. He ought, therefore, to be, not only a trustworthy man,

but an alert business man well acquainted with banking and with the money markets.

THE CITY AUDITOR

The City Auditor might be called the Controller of Expenditure. The City Treasurer dare not pay out any money chargeable to the ordinary expenses of the city government unless the Auditor has officially approved of the payment. Before the Auditor can give his approval of the account, he must satisfy himself that the payment has been ordered or approved of by the City Council and that the City Council in adopting its budget for the year has provided money out of which this account may be properly paid. In many cases, where the City Auditor is asked to approve of the payment of accounts rendered the city, he must also satisfy himself that the goods for which payment is claimed have actually been delivered and are of the quality and standard ordered. The Auditor thus acts as a check on illegal, careless or extravagant expenditure. His decision on any particular account or expenditure might be overruled by the City Council, but if the Auditor were in the right the City Council would hardly dare to defy public opinion by ruling against him.

THE FIRE CHIEF

The Fire Chief is the head and in a large measure, the ruler of the Fire Department. He is chosen partly because of his knowledge of fire-fighting apparatus and how to fight fires, and partly because of his ability to manage men. He is responsible to the City Council for engaging, training, grading, clothing and disciplining the firemen. He advises as to their rate of pay and hours of work. He is responsible for the purchase, care and efficiency of all apparatus to extinguish fires.

The chief appoints, as assistants, two district chiefs, one for the west section and the other for the east section of the city and over every fire station he places a captain, who is held responsible for his own division.

The chief tries to be present at every fire and personally directs the men through their captains. As fire insurance rates in each city depend partly upon the supply and pressure of water and partly upon the efficiency of the local fire department, it can easily be seen that every citizen is interested in having at the head of that department a capable chief.

THE ASSESSMENT COMMISSIONER

The Assessment Commissioner is responsible for placing a value upon every parcel of land

and every building within the city limits. The act of fixing this value of land and houses is called "assessing" it. The Assessment Commissioner must also find out the income of every resident of the city and if the income is assessable, assess it. Men and women who are heads of households are allowed an income of fifteen hundred dollars which is not assessable, or is exempt, and men and women who are not heads of households are allowed an exemption of six hundred dollars. Thus a married man with an income of twenty-five hundred dollars will pay taxes on one thousand dollars, and an unmarried man not the head of a household with an income of sixteen hundred dollars will also pay taxes on one thousand dollars. Both of these men will, in addition, pay taxes on any land or houses they may own. Business men, such as merchants, and such professional men as lawyers and doctors do not pay income taxes on their earnings from their business or profession, but instead pay a business tax calculated on the value of the property in which the business is conducted. If these men have sufficient additional income from investments in stocks, bonds or mortgages, they must also pay an income tax on it. A wealthy citizen owning a residence on one street, a business block where he does business on another street, and in addition, having a considerable income from

money saved and invested outside of his own business will pay the following taxes: (a) a property tax on his home; (b) a property tax on his place of business; (c) a business tax regulated by the value of his business property and on which he has already paid a property tax; (d) an income tax assessed on his income received from investments outside of his business.

All these taxes are municipal taxes and are for the use of the City of Ottawa.

The Assessment Commissioner could not himself assess all the city property, city businesses and incomes. He is assisted by a number of men called assessors, who visit every property in the city once a year and fix its value. These assessors also ascertain the number of people in each family, the religion and nationality of the householder, and the number of children of school age. When the assessors have valued a man's property they leave at his house a statement showing the values as they have estimated them. If the man thinks his property has been valued too high, he may appeal. He does this in writing. At a later date, of which the man must receive notice, a Court of Revision, composed of the official arbitrator, appointed by the Ontario Government, and two men appointed by the Mayor and City Council, will hear his appeal. The assessors who valued the man's property

will give their reasons for fixing the value as they did, and will try to show that the value as fixed is fair. The owner will produce any evidence he can to show that his property is valued too high. The decision of a majority of the Court of Revision, if unsatisfactory to the owner, may be taken to the County Judge for final judgment.

A man might complain that his neighbor's property was assessed too low. The Court of Revision would settle the matter in the same manner as before.

Property owned by the Dominion Government, such as Parliament Buildings, or by the Ontario Government, such as the Normal School, and certain charitable institutions, is exempt from municipal taxes. Public and Separate Schools are also exempt, as well as all churches and houses where clergymen live. In many cases this exempted property must pay the regular taxes for such civic services as water, pavements, sewers and street sprinkling.

The taxable assessment of the City of Ottawa on the 1st of January, 1919, is \$114,392,261 and the exempted assessment about \$44,454,456. You can readily see that valuing the city's property and ascertaining the incomes of its citizens is no small task and if properly done must be in charge of a very capable official.

THE CITY SOLICITOR

The City Solicitor is the legal adviser of the Mayor, City Council and corporation officials. He must of course be a well-trained lawyer. He prepares by-laws and other legal documents for the city. He takes charge of the preparation of any special bill the city may wish to have enacted by the Provincial Legislature. He takes action in the courts whenever necessary to protect the interests of the City of Ottawa and when any individual or corporation enters an action at law against the city, that action is defended by the City Solicitor unless the city engages some other counsel for that purpose.

It is no part of the City Solicitor's duty to advise the Council as to its general policy. For example, he would not consider it a part of his duty to say whether it ought or ought not to spend a million dollars to put a subway under the Grand Trunk Railway on O'Connor Street, but if the City Council once decided to do this work and to submit a money by-law for the approval of the ratepayers to raise a million dollars for that purpose, it would then be the duty of the City Solicitor to see that the by-law was properly prepared. If the by-law should be carried, it would then be his duty to aid the Council in securing the right of way for this improvement by looking after

the legal side of the transfer of the necessary property.

THE CHARITY OFFICER

The Charity Officer is a city official whose duty it is to distribute alms to people in distress who live within the boundaries of the city. Every city has a number of persons either unfortunate or shiftless and improvident, who are unable at all times to supply themselves with the necessaries of life. During the summer season and when work is plentiful, these people may maintain themselves with a fair degree of comfort. In winter, when extra fuel and clothing are needed, and when unskilled labor has fewer opportunities for employment these people have to be given assistance at the expense of the city. In a large city this work requires organization and a competent director. Usually the assistance is confined to wood and coal, but sometimes doles of food and clothing are also given.

THE MARKET INSPECTOR

The city owns a block of land where the market is held and two market buildings located on it. The stores in these market buildings are rented to butchers. The city also owns weigh scales at the market and in

other parts of the city for the weighing of hay, coal and farm produce. When farmers and gardeners bring produce to market the city imposes a toll or fee which they must pay for the privilege of selling their goods on the market. The city also has a Meat Inspector who examines all meat offered for sale on the market and stamps it fit for human food. If unfit to be eaten he confiscates and destroys it. It is also necessary to see that the weights of things offered for sale to citizens on the market are correct. To manage all these things in the interest of the people the City Council appoints a Market Inspector.

**REVENUE (APPROXIMATELY
CORRECT) FOR 1917**

General rate of 7.75 mills levied on the assessed value of lands, houses and incomes, including business tax.....	\$800,000.00
Interest and Sinking Fund rate of 4.55 mills.....	470,000.00
Revenue from Water Tax.....	400,000.00
Hospital rate of .9 mills.....	68,000.00
Library rate, .25 mills.....	25,628.00
Collegiate Institute rate, 1.4 mills..	144,360.00
Public Schools rate, 5.6 mills.....	474,000.00
Dominion Government.....	15,000.00
Isolation Hospital patients.....	4,868.36
Lansdowne Park, games.....	40.00
Market Stalls.....	4,888.78
Market Tolls.....	10,935.31
Miscellaneous.....	7,216.70
Ontario Government Share, Rail- way Tax.....	1,008.66
Ottawa Electric Railway Company	16,442.94
Registry Office.....	1,311.17
Royal Ottawa Sanatorium patients	11,131.17
Sidewalk Areas.....	664.47
Tax Certificates.....	51.35
Wellington Ward Market.....	600.00
Police Court fines and fees.....	18,051.40
Interest Account.....	18,858.76

Licenses—

Auctioneers.....	700.00
Billiards.....	2,962.50
Butchers.....	4,102.00
Carters and Cabs.....	2,030.00
Laundry.....	417.00
Livery Stables.....	100.00
Milk.....	613.90
Dog Tax.....	2,766.00
Sundries.....	1,806.47
Pawnbrokers.....	60.00
Peddlers.....	1,539.00
Plumbers.....	418.00
Restaurants.....	1,610.00
Second-hand Stores.....	2,276.00
Theatres.....	1,282.00
Tobacco.....	6,283.50
Board of Health, Miscellaneous..	2,914.12
Coal Weighing.....	11,409.54

***EXPENDITURE (APPROXIMATELY
CORRECT) FOR 1917**

Interest and Sinking Fund on City Debt.....	\$474,000.00
Maintenance of Water Works.....	174,102.00
Board of Works.....	206,786.00
Police Department.....	133,670.00
Fire Department.....	132,287.00
Health Department, including Hope-	

* Omitting amounts paid to School Board and to the Public Library.

well Hospital, Isolation Hospital and Royal Ottawa Sanatorium..	109,738.00
Salaries of City Officials.....	80,279.00
Grants to Hospitals and Charitable Institutions.....	68,000.00
Scavenging.....	64,468.00
Street Lighting.....	41,584.00
Snow Cleaning.....	24,348.00
Contingencies.....	24,364.00
Jail and Jury Expenses.....	15,800.00
Coal Weighing.....	10,574.00
Charity.....	8,121.00
Markets.....	7,754.00
Lansdowne Park.....	8,930.00
Insurance.....	12,011.00
Corporation Grants.....	15,800.00
Parks and Playgrounds.....	12,259.00
Printing and Advertising.....	3,086.00
Industrial Schools and Lunatics...	1,791.00
Incinerator.....	6,847.00
Detention Home.....	2,101.00
Stationery.....	2,057.00
Elections.....	4,296.00
Registry Office.....	1,302.00
Inquests.....	699.00
City Hall Maintenance.....	4,939.00
Removal of dead animals.....	900.00

THE CITY BUDGET

On the pages immediately preceding you

have statements showing the receipts and expenditures of the City of Ottawa for the year 1917. You notice that only small amounts came from any source other than the taxes levied on citizens' lands, houses, incomes or businesses.

Under expenditure you note that there are eleven very important items as follows:

\$474,000.00 for Interest and Sinking Fund
on City Debt.

206,786.00 for Board of Works;

174,102.00 Maintenance of Water Works;

133,670.00 for Police Department;

132,287.00 for Fire Department;

109,708.00 for Health Department, including
Hopewell Hospital, Isolation
Hospital and Royal Ottawa
Sanatorium;

80,279.00 for Salaries of City Officials;

68,000.00 for Grants to Hospitals and Char-
itable Institutions;

64,468.00 for Scavenging;

41,584.00 for Street Lighting;

24,348.00 for Snow Cleaning.

You note at once that by far the largest single item is for Interest and Sinking Fund. The city's net debt, including money borrowed for the Public Schools and Collegiate Institute, is more than \$12,000,000. This money has been borrowed to build schools, pavements,

sidewalks, water mains, pumping stations, sewers, civic hospitals and exhibition buildings. Every year we have to provide money to pay the interest on this debt and in addition pay some of the debt itself. The next large items are for the Board of Works and the Water Works. These sums represent for the most part the amount that was spent by the Commissioner of Works and his staff in providing us with water, keeping the city streets clean and making repairs to those streets not supplied with permanent pavements.

Could the citizens of Ottawa, including the boys and girls at school, do anything to lessen any of these items of expenditure? Let me try to explain some of the things we might do. We could lessen the work and expense of keeping the streets clean if we were careful never to throw orange or banana skins on the street and were very careful not to let bits of paper fly around. Such things should be carefully placed in boxes on street corners provided for that purpose. In the most beautiful cities of the world, the people are very careful about these little things.

You note that we spent \$132,287.00 in 1917 on the Fire Department. In addition, we spent many thousands of dollars during 1917 to provide larger water mains to give better fire protection. Then besides all this civic expenditure, almost every citizen spent some

of his own money to pay for fire insurance on his buildings. Perhaps the citizens of Ottawa spent as much as \$150,000 out of their private purses in this way during the year 1917. A very large part of our waste by fires is unnecessary. It is the result of carelessness. We allow our cellars, our attics and our sheds to become littered with rubbish, which makes an ideal starting place for a fire. We can all do something toward reducing fire waste by helping to have every nook and corner about the home in perfect order. When our fire waste is less, we shall have to pay less for fire protection and insurance.

Our scavenging costs too much. It averages more than three dollars a family a year. It costs too much partly because we have a wasteful system and partly because we put in our garbage cans things that ought not to go there. Watch a garbage waggon on a windy day and note the pieces of paper flying about, or visit a garbage dump on the outskirts of the city and see the paper flying around. Paper ought to be preserved and sold as waste, or if soiled it should be burned. The city authorities will some day own a farm near the city where hogs and poultry can be fed on the waste from city homes. In progressive European cities all such waste as apple and vegetable peelings are carefully collected, either to feed to animals or to be turned into alcohol, which

is used for cooking purposes, or for developing power. Bits of waste meat are collected and used to feed chickens, even bones are carefully kept to be ground and used as a fertilizer for gardens. We dump everything together, cart it to some outlying place and then sell for a mere trifle to some enterprising man the right to pick over the garbage and take from it anything of value. Our garbage waggons in the autumn are loaded with the leaves that fall on the streets. If we were economical these would be carefully gathered by people who have gardens, put in a pile, and allowed to decompose for fertilizer. Our clean ashes necessarily form bulky loads in winter. These should be used to fill in low-lying lands bought for that purpose by the city and in this way be a source of civic profit. We can do much in our homes to insure that the smallest possible amount of waste goes into the garbage can.

You note that our Health Department takes more than one hundred thousand dollars. Much of this expenditure is unnecessary. Disease does not come by accident, nor is it sent as a "visitation" by our Father in Heaven. With few exceptions it is the natural and direct result of the ignorance or carelessness of human beings. Its parents are dirt, darkness, poor ventilation, improper food, too much or too little food, impure water, lack of sleep and exercise, unsuitable clothing, or some other

cause more or less under our own control. Boys and girls at school should take advantage of every opportunity to learn how to be healthy themselves and how to have a clean and healthy city where people would die only from old age. One hundred years ago it was taken for granted that thousands of people must die in large cities every year from typhoid fever, smallpox and other pestilential diseases. Today, such cities as Manchester, Birmingham, Edinboro', Liverpool and London are among the healthiest cities in the world. New York, the largest city in America, is one of the healthiest. Examine the table below, which gives the annual death rate per thousand of population and then decide whether you would not like to do your share to make Ottawa the most healthful and most beautiful city in the world.

CITIES	RATE	DATE
Ottawa.....	18.0	1916
Toronto.....	12.6	1916
Montreal.....	19.6	1915
New York.....	13.9	1916
Boston.....	16.9	1916
London, England..	14.7	1916
Birmingham.....	14.3	1916
Manchester.....	16.2	1916
Edinboro'.....	14.6	1916
Paris, France.....	15.6	1913

You have noted that we spend in our Police Department \$133,670, or nearly \$1.33 per head of population, or an average of \$6.65 for each family. Why should this be necessary? Would you like to think that the city must spend \$6.65 a year to keep your family in order? Well, that seems to be the situation. At any rate, if your family kept itself in order during the year 1917 then it took \$13.30 to keep some other family group in order. Just think what a fine city this would be if every man, woman and child in it could so govern himself that no policemen were necessary, or at most only a few to tell strangers how to find their way about. What a fine advertisement it would be for Ottawa if we could write to friends in other cities and tell them that we had only ten policemen and they had nothing to do. Boys and girls are at school partly to learn reading, arithmetic and other school subjects. But the most important thing they can learn either at home or at school, is how to govern themselves. If only each could govern himself then the government of a city or a province or a nation would be very easy. How much per year do you wish Ottawa to spend on a police force to keep you in order?

The table showing expenditure for 1917 contains an item of \$68,000 as grants to

hospitals and charities. The greater part of this money was distributed as follows:

Ottawa General Hospital, Water St.	\$ 21,791.00
Protestant Hospital, Rideau St.	13,510.00
St. Luke's Hospital, Elgin St.	8,969.00
Perley Home for Incurables, Aylmer Ave.	2,000.00
Protestant Orphans' Home, Elgin St.	1,500.00
St. Joseph's Orphans' Home, Rideau Terrace.	1,500.00
St. Patrick's Orphans' Home, Laurier Ave. W.	1,850.00
Ottawa Maternity Hospital, Rideau St.	1,600.00
Misericordia Hospital, Cambridge St.	2,500.00
St. Charles' Home for the Aged, Water St.	2,800.00
Protestant Home for the Aged, Bank St.	1,000.00
Good Shepherds' Home, Water St.	850.00
Salvation Army.	1,500.00
Victorian Order of Nurses.	1,000.00
Home for Friendless Women, Turner St.	500.00
Boys' Home, George St.	400.00
King's Daughters, Laurier Ave. W.	300.00
Union Mission, George St.	400.00
May Court Club.	400.00
Day Nursery, Albert St.	400.00

Protestant Infants' Home, Queen St.....	407.00
Settlement House, Rideau St.....	400.00
Institution for the Blind, Kent St.	400.00
Civic Dental Clinic.....	750.00

No one of these institutions belongs to the city, but since they contribute to the welfare of the aged poor, the helpless young, the ill and unfortunate, they are given grants by the city to aid in carrying on their work. Nearly all of these institutions are managed by governing boards composed of men and women who are trying to do something to help those who cannot help themselves. Nearly one-half of them are managed by orders of nuns or sisterhoods of the Roman Catholic Church. Besides the city grants, many of these institutions receive grants from the Province of Ontario. The remaining part of their support comes from fees received from those inmates who can afford to pay for board and treatment, and from yearly subscriptions of money from well-to-do people. The amounts paid by the City Council to the three hospitals represents a fixed sum paid each day for every poor person who is treated in the hospital, and if one hospital received twice as much city money as another it shows that this hospital gave twice as many days' treatment to the poor as was given by the other hospitals.

THE PUBLIC SCHOOL BOARD

This body, composed of eighteen members, two elected from each ward, is responsible for the elementary education of the children of public school ratepayers. At the time of the Canadian Confederation in 1867 there were in Upper Canada separate schools for Roman Catholics. A part of the Confederation agreement was that the Roman Catholics of the Province of Ontario should continue to have the privilege of supporting these schools. Protestants in the Province of Quebec were also to have separate Protestant schools.

Roman Catholics in Ontario may be supporters of public schools and many of them are. The public schools are for all races and all creeds. They teach no religious dogma, but through the reading of the Bible, the recitation of the Ten Commandments, and other selected parts of the Scriptures, they do something to inculcate the Christian spirit. The lessons in the school readers enforce this, many of them being Bible passages and many others being concrete illustrations of Christianity. The Golden Rule books in use in every public school in Ontario are entirely made up of interesting stories illustrating the essence of Christian conduct. Therefore while Ontario public schools do not teach the creed of any church they do surround the child with a healthy moral atmosphere.

Just as the Ottawa City Council must in all its acts conform to the Statutes of Ontario, which define its powers, so the Ottawa Public School Board must manage its schools in accordance with the Statutes of Ontario, which deal with school affairs. These Statutes make up the School Law.

Every man or woman whose name appears on the assessment rolls as a ratepayer and who is a British subject is eligible for election as a trustee. Every member elected sits for two years, nine members retiring each year. The Board elects its own Chairman at the first meeting in January after the annual elections.

The chief business of the Public School Board is to build schools, equip and maintain them, determine the boundaries of each school district, and engage competent teachers. The School Board has not much to say about what subjects shall be taught in the schools and almost nothing to say about the textbooks. These things are decided by the Department of Education at Toronto. The School Board may supply all pupils with books and stationery free of cost, or it may require pupils to supply these each for himself.

The Public School Board gets money to pay teachers and carry on schools by levying a rate on the property of those citizens who are not Roman Catholics, or who, if Roman Catholics, have declared themselves supporters

of public schools. For the sake of convenience the taxes required by the Public School Board are levied and collected by the City Council. They are then handed over to the Secretary-Treasurer of the Public School Board.

When the Public School Board requires a large sum of money for new buildings, it is usually borrowed by the sale of debentures. These debentures must be sold and the money raised by the City Council. The Public School Board makes a request for a certain amount of money. The City Council may grant this request, or refer it to the public school ratepayers in the form of a money by-law for their approval. If the people approve, the City Council must provide the money; if the people disapprove, the Public School Board cannot get the money until the ratepayers change their minds. There is, however, no limit to the amount the Public School Board might levy in any one year for current expenses.

Under the present School Law, all children from eight to fourteen years of age must attend school regularly or until they have completed the course as far as the end of Form IV. A board can engage only such teachers as hold licenses to teach. These licenses are granted by the Provincial Department of Education after the student-teacher has successfully completed a high school course and, in addition,

a year's course at a normal school. In cities, the boards appoint the school inspectors, who, like the teachers, must hold licenses from the Provincial Government.

The Public School Board now spends more than half a million dollars a year. About \$80,000 of this goes to pay interest and sinking fund on a debt of \$1,000,000. The balance is used to maintain the schools and pay the teachers.

THE SEPARATE SCHOOL BOARD

This Board in Ottawa consists of the same number of members, *elected in much the same way as members of the Public School Board. Those elected and the voters electing them must be supporters of separate schools. The chief reason why Roman Catholics desire separate schools is that they may teach the Roman Catholic religion during school hours and have their children taught by Roman Catholic teachers. In other respects their schools are managed almost the same as public schools. They have their own readers, but the other textbooks, except that in history, are the same as those used in public schools.

In Ottawa, because so many Roman Cath-

*The elections for members of the Public School Board are held at the same time and place as the elections for aldermen, that is, they are carried out by the City Clerk and his officials. Elections for members of the Separate School Board are conducted by the Separate School Board itself, and are usually held in the school buildings.

olic citizens are of the French race, the separate schools are divided into English and French. In the French schools instruction is given partly in the French language. This is done with the permission of the Ontario Department of Education.

When it was agreed at the time of Canadian Confederation in 1867 that Roman Catholics in Ontario should, if they wished, have separate schools, it was also agreed that members of Roman Catholic religious orders, such as nuns and Christian brothers, should have the right to teach in these schools and wear the garb or uniform of the order to which they belonged. These teachers are called religious or clerical to distinguish them from lay teachers, who are not members of any religious order.

Roman Catholic teachers, whether lay or *clerical, must hold certificates from the Ontario Education Department and must obtain them in the same way and by passing the same examinations as teachers of public schools.

Inspectors of separate schools are appointed by the Province of Ontario.

*Previous to 1907 this was not the case. From 1867 to 1907 members of religious orders were allowed to teach in the Ontario separate schools whether they did or did not hold certificates as teachers from the Ontario Education Department. The change was brought about by a decision of the Judicial Committee of the Privy Council to the effect that the Confederation Act had previously been wrongly interpreted and that the only clerical teachers who had a right to teach in Ontario separate schools without the regular certificates of qualification were those who were actually members of these religious orders in 1867.

I explained that when the Public School Board requires money for new schools it is secured by the City Council selling debentures. The City Council has no power to do this for the Separate School Board. That Board can raise money for building schools only by borrowing the money the same as a private individual would. Its usual practice is to build a school and raise as much money on it as possible by way of a mortgage, or it may sell bonds, for the payment of which it pledges the taxes to be collected in future from separate school supporters. Like the Public School Board it may levy upon its own supporters each year any rate necessary to meet current expenses, including interest on borrowed money.

The Separate School Board spends about \$200,000 a year and as the assessment of separate school supporters is less than \$18,000,000 this means that they must pay a heavy tax rate for schools.

THE COLLEGIATE INSTITUTE BOARD

Unlike the Public and Separate School Boards, this Board is not elected by the direct vote of the people. In Ottawa it consists of six members appointed by the City Council, one by the Public School Board and one by the Separate School Board, making eight in

all. It has charge of secondary or higher education and has power to establish one or more high, commercial, technical or industrial schools. It may also establish evening classes in any of these schools. It may make its schools free, or it may exact fees from the pupils. At the present time the pupils in attendance at the Ottawa Collegiate Institute pay about sixteen thousand dollars annually in fees. The balance of the money required for the support of secondary schools, with the exception of grants from the Ontario Government, is obtained by levying a rate upon all taxable property in the City of Ottawa. The City Council collects this *money and pays it over to the Collegiate Institute Board. Attendance at a high school is not compulsory, because the pupils in those schools average more than fourteen years of age when they enter. No pupil can attend until he completes the work of Form IV in a public or separate school. To this rule an exception is made where a boy or girl wishes to attend a day industrial or technical class. In such cases they may attend if they have completed the work of Form III in a public or separate school.

The Collegiate Institute Board, like the other School Boards, must conduct its affairs

*For the year 1917 the Collegiate Institute Board used, for current expenses, about \$125,000. In addition it levied on the ratepayers a sum sufficient to pay interest and sinking fund on a debt of half a million.

according to the Ontario School Law. It can appoint only licensed teachers who, with few exceptions, must be graduates of a university and in addition have spent a year in special training for the teaching profession. The work of the teachers and the general management of the school is inspected by high school inspectors appointed by the Ontario Education Department. The Collegiate Institute Board may borrow money for the purchase of land or the erection of buildings in exactly the same way as the Public School Board, with this important difference—that the annual charges for the repayment of this money through sinking fund and interest is levied upon supporters of both public and separate schools. Roman Catholics are entitled by law to have separate schools for elementary education, but their children must receive their secondary education either in private schools, or in high schools supported by a tax upon the property of all ratepayers.

The commercial classes in a Collegiate Institute are managed by an Advisory Commercial Committee made up of four members of the Collegiate Board and four members appointed by the Collegiate Board. Of the four members so appointed, two must be men engaged as employers in commercial undertakings and two engaged as workers in some commercial industry. In the same way the technical and

industrial classes, both day and evening, are managed by an Advisory Industrial Committee consisting of twelve members made up partly of members of the Collegiate Institute Board, partly of employers engaged in industry, and partly of workers or representatives of workers in industrial establishments. The courses in the day classes of the Collegiate Institute are planned to cover from three to five years, as follows: 1. A three-year or a four-year commercial course planned to give a thorough preparation for commercial life; 2. A four-year course for teachers leading to entrance to a normal school; 3. A four-year course for matriculation into the universities; 4. A four-year general course differing from the matriculation course in that no language other than English is compulsory; 5. A five-year course for advanced teachers' certificate or for honor matriculation; 6. Industrial courses of indeterminate length.

THE PUBLIC LIBRARY BOARD

The Library is managed much as the Collegiate Institute by an appointed Board consisting of nine members appointed as follows: The Mayor and three members appointed by the City Council, three members appointed by the Public School Board, and two members appointed by the Separate

School Board. Each member, except the Mayor, is appointed for a three-year term. The Library is managed according to the Ontario Library Act, which is a part of the Ontario Statutes. The Board is charged with the duty of managing the central and branch libraries. Its revenue is fixed by statute at an annual rate of one-quarter mill on all taxable property in the city. This applies to all Ontario cities having more than one hundred thousand people.

The Central Library in Ottawa was built in 1904-05 by a gift of one hundred thousand dollars from Mr. Andrew Carnegie, a millionaire iron and steel manufacturer of Pittsburgh, Penn. In addition, in 1918, Mr. Carnegie gave the Library Board fifteen thousand dollars to build a branch library on Rosemount Avenue in the west end of the city. Any resident of Ottawa, whether a tax payer or not, may borrow books from the Public Library. Many classes in the public and separate schools are supplied with cases of books through the kindness of the Librarian. In the Central Library there is a department stocked with books especially suitable for young people and in charge of a children's Librarian. All boys and girls at school who can read should become borrowers of library books, and by reading them continue their education at home.

Because there are thirty-five thousand

French people in Ottawa the Library Board, spends a portion of its revenue on the purchase of French books. These are mostly bought in Paris. The Central Library now has at least 15,000 volumes in French, embracing the best literature and history in that language. No other public library in Ontario has any considerable number of French books.

THE POLICE COMMISSION

This body manages the City of Ottawa police force, including the Police Station. This necessarily brings it closely in touch with the Police Court, which is presided over by the Police Magistrate, one of its members. The Commission is made up as follows: 1. The Mayor of Ottawa, elected annually by the people; 2. The Police Magistrate, appointed for an indefinite period by the Ontario Government; 3. The Senior Judge of Carleton County, appointed for life by the Dominion Government. Here we have a body representing municipal, provincial and federal authorities. The Police Commission meets regularly once a month and sometimes oftener. It leaves the management of the police force largely in the hands of the Chief of Police. The Chief selects the constables, trains them, prescribes their duties, disciplines them and does everything necessary to see that they

maintain order in the city and protect the citizens' property. He also issues licenses and collects license fees for cabs, transfers, tobacco shops, billiard and pool rooms, dairies, butcher shops, dogs, theatres, laundries, pawn brokers, plumbers, peddlers, auctioneers, restaurants and livery stables. The Commission regulates the pay of the Chief and his assistants and men and provides them with uniforms. The Commission also looks after the Police Court building. Early in each year it makes out its budget or estimate of expenses for the current year. The City Council must then provide the money required by the Police Commission. The Police Commissioners receive no extra pay for their work as such.

You may ask why a Police Commission is necessary, why the City Council should not appoint the Chief of Police and the police constables and regulate their duties and their pay. The answer is that the Chief of Police and his staff have to do with the administration of justice and it is contrary to British practice to entrust any part of that work to any man or body of men elected by the direct vote of the people. Our laws relating to crime and its punishment are made by the representatives of the people in the Parliament of Canada and in this way the people have an opportunity to express their notions of justice and 'just' government. But in Canada no

man who administers justice, whether he be a constable, a jailer, a juror, a sheriff or a judge owes his position to the votes of his fellow-citizens. Such administrative officers are appointed by some authority more or less responsible to the people. We believe that in this way we secure a more impartial and fearless administration of justice than is secured in those countries where justice is administered by officials elected directly by the people.

THE OTTAWA BOARD OF HEALTH

This Board consists of five members, namely, the Mayor of Ottawa, the Medical Officer of Health, who is a permanent city official appointed by the City Council, but whose duties are largely prescribed by the Statutes of Ontario, and three resident rate-payers, not members of, but appointed annually by, the City Council, of whom one is a practising physician. This Board of five is partly responsible for the health of the citizens. Its duties are strictly prescribed by the Statutes of the Province. It is especially charged with preventing the spread of such contagious diseases as smallpox, typhoid fever, scarlet fever and diphtheria. To enable it to control such diseases it is given great power. It may build and manage special hospitals, such as Hopewell Hospital on Porter's Island for

smallpox patients, and the Isolation Hospital for scarlet fever and diphtheria in St. George's Ward along the Rideau River. It may close schools, churches and places of business to prevent the spread of disease. It may force citizens or their children, who have smallpox, diphtheria or scarlet fever, to go to the hospitals provided for persons suffering from these diseases and may placard their homes to warn visitors to stay away. It may quarantine any citizen who has been exposed to certain contagious diseases.

The Board of Health also has charge of the sanitation of the city with the exception of the collection of garbage. It has charge of the Plumbing Inspector, who must test the plumbing in every new house before the work can be approved. It appoints and directs the Sanitary Inspectors, who visit every house in the city once or oftener each year to see that the premises are clean. It directs the fumigation of houses and other places where patients have been treated for contagious diseases. It provides Baby Health Stations, in charge of graduate nurses, who sell at cost specially prepared milk for infants and who are ready at all times to give advice and assistance to mothers regarding the care of their children. It has charge of the work of the men who apply chlorine to the city water at the intake pipe in order to protect those who drink the

water against typhoid fever. It receives reports from the City Bacteriologist, who makes daily tests on the condition of the city water. It sends officials to inspect livery stables, laundries, restaurants, butcher shops, bakeries, fruit stores and other places to see that they are clean and sanitary. It tests the water in private and city wells and decides whether or not it is fit for use. It employs a qualified veterinary surgeon to visit dairy farms supplying milk to the city, in order to make sure that the stables are sanitary and the cows healthy. This same officer frequently takes samples of milk from the dairy waggons on the street to test their purity and the amount of butter fat they contain. The Board of Health appoints a Meat Inspector, who inspects all meat offered for sale on the markets and confiscates and destroys it if unfit.

The members of the Board of Health, with the exception of the Medical Officer of Health, who is a city official, receive no pay for their work.

The annual budget of the Board must be approved by the City Council, but in case of an epidemic such as smallpox or Spanish influenza the Board has authority to spend money without securing the approval of the Council.

THE IMPROVEMENT COMMISSION

The largest property owner in the City of

Ottawa is the Government of Canada, and more people in Ottawa earn their living as civil servants than in any other way. The Dominion Government pays no taxes to the city on the value of its property, but it requires water and sewers for its numerous buildings and is very much interested in the streets and walks surrounding them. It would seem reasonable that the Dominion Government ought to contribute a considerable sum towards the city's expenses. Every year thousands of visitors come to Ottawa because it is the Capital of Canada, and the Dominion of Canada, represented by the members of Parliament, is naturally anxious that Ottawa should present a good appearance.

In 1899, three years after Sir Wilfred Laurier became Prime Minister of Canada, he created what is known as the Improvement Commission. This Commission consisted of men of some leisure and good business ability who were charged with the work of improving and beautifying the surroundings of Ottawa. It was agreed that the Mayor of Ottawa, whoever he might be, should be a member of this Commission.

As the Dominion Government owned Nepean Point, Major's Hill Park, and a wide strip of land along the Rideau Canal and the city owned Rockcliffe and several other parks it was agreed that the Improvement Commission

would undertake first the making of driveways and the beautifying of some of these parks. This would directly benefit the people of Ottawa. The Government of Canada agreed to give the Improvement Commission \$45,000 a year for ten years, and, in addition, pay directly into the city treasury \$15,000 a year for its water supply and fire protection. When the agreement expired in 1909 it was renewed for a second ten years, with slightly altered terms, the Dominion Government agreeing to pay a total of \$115,000 annually.

During the past twenty years the Improvement Commission has made the fine driveway extending from the Experimental Farm along the Rideau Canal to Cartier Square. It has changed Nepean Point from a bare, unsightly rock to a small but pleasing park, with wide driveways and good walks. It has made the beautiful driveway from the Printing Bureau along the Ottawa River to Rockcliffe. It laid out Dundonald Park on Somerset Street and Strathcona Park along the Rideau River south of Laurier Avenue. It built the driveway from the Rideau Canal to Bronson Avenue along Clemow Avenue. It turned an unsightly and neglected old cemetery behind the Protestant Hospital on Rideau Street into a beautiful garden. It built the driveway along King Edward Avenue, crossing the Rideau River by the Minto Bridges, and built the many beautiful drives

through Rockcliffe Park and along the Ottawa River to the Rifle Range. In all it has spent \$1,500,000 for construction and maintenance. This money has come from the Government of Canada, but much of it has been money to which Ottawa was morally entitled, because of furnishing Government buildings with water and fire protection and because it was agreed that the city would exempt the incomes of civil servants from civic taxation. A new agreement must now be made between the City of Ottawa and the Government of Canada and the citizens of Ottawa feel that this new agreement must provide for a still larger expenditure of Canadian money by the Improvement Commission.

THE CENTRAL CANADA EXHIBITION ASSOCIATION

This Association holds a charter from the Ontario Government permitting it to carry on the work of a general exhibition. As an Association it has nothing to do with the government of the City of Ottawa, but on the other hand the City of Ottawa is vitally interested in the Exhibition. In the first place, the city owns the lands and buildings at Lansdowne Park used by the Exhibition Association. In the second place, the City Council each year appoints five of its members to act on the Board of Directors of the Central

Canada Exhibition Association. In the third place, the city has from time to time paid several thousands of dollars towards the expenses of the exhibitions. One year the weather may be favorable and the exhibition a financial success. The next year, owing to rainy weather or some other cause, the expenditure will exceed the revenue. When this happens, it has been customary for the City Council to make up the deficit. Thus, you can see, that in a very real sense the Central Canada Exhibition is a civic enterprise. You may naturally inquire why Ottawa should supply land and buildings worth at least a million and a half dollars for the use of an Exhibition Association, many of whose members and directors are not residents of the city. The answer is that the city benefits in the following ways:

1. The exhibition has an educational value for the people of the city.
2. The exhibition benefits the business men of the city by bringing in thousands of country people, who spend large sums of money.
3. The exhibition gives manufacturers and merchants in the city an opportunity to advertise their goods.
4. The exhibition gives an opportunity once a year for city people and their

country friends and relatives to become better acquainted and in this way leads to a better understanding between the city and the rural districts.

OTTAWA HYDRO-ELECTRIC COMMISSION

In 1905 there were two companies, the Ottawa Electric Company and the Consumers' Electric Company, selling light, heat and power in Ottawa. About that time the City of Ottawa purchased the charter and property of the Consumers' Electric Company, which consisted of a distributing plant without any equipment for the generating of electricity. This company had always purchased its supply of electrical energy from the Hull Electric Company. After purchasing it, the City of Ottawa began to compete with the Ottawa Electric Company in supplying citizens with light, heat and power. The name of the city's plant was changed to the Municipal Electric Company. During the year 1906 this company was managed by a Committee of the City Council, but its accounts were kept entirely separate from those of the city. When the Board of Control was established in 1907, it was given control of the Municipal Electric Company, but had to report its management to the City Council. By careful management, the city's electric business rapidly expanded and

its wires for the distribution of electricity were put up on almost every street in the city. At no time did the Municipal Electric Company own a water power, or any machinery for developing power. It continued to purchase electrical energy at wholesale rates from the Hull Electric Company and to sell light, heat and power at retail rates to the people of Ottawa.

During the ten years from 1905 to 1916, the Hydro-Electric Commission of the Province of Ontario developed rapidly and gradually assumed more and more control over the development and sale of electricity within the boundaries of the Province. The Public Utilities Act of the Province of Ontario also extended provincial control over electrical companies within the province.

In 1915 a by-law was passed by the rate-payers of the City of Ottawa declaring that the Municipal Electric Company should be known as the Ottawa Hydro-Electric Commission and its management be vested in a commission of three, one appointed by the City Council, one by the Ontario Hydro-Electric Commission and one to be the Mayor of the City of Ottawa. Since 1915 this Ottawa Hydro-Electric Commission has managed the city plant under authority given by the Public Utilities Act. By means of the good management of this commission the

citizens of Ottawa are furnished with electricity at a lower rate than any other municipality in Ontario. The Commissioners are paid one thousand dollars each per annum for their services.

THE DETENTION HOME

This institution, located on Bronson Avenue, was built and is maintained by the City of Ottawa as a temporary home for two classes of children under sixteen years of age. According to the laws of Ontario children who are neglected or abused by their parents may be taken from them and given into the custody of the Children's Aid Society. It then becomes the duty of this society to find suitable foster homes for the children in their care. Until they can find these homes the children are placed in the Detention Home, where they are in the care of the Superintendent and where they receive lessons from a competent teacher.

Until a few years ago a child under sixteen years of age accused of a crime and arrested was placed in the common jail until tried before a competent court. Fortunately, the Ontario Government has now made it possible for the city to follow a more humane practice. In our city, if a young person under sixteen years of age is accused of a crime such as theft

or destruction of property, he is arrested and placed in the Detention Home until the next meeting of the Juvenile Court, which is a court especially established to try juvenile delinquents. If the accused person were found guilty of a very serious crime he might be sentenced to the common jail. Usually, he is sent to the Industrial School at Mimico, near Toronto. Girls found guilty of serious offences are sent to the Alexandria Industrial School in Toronto. These offenders may be kept in the Detention Home for a day or two after being sentenced until transferred to the institutions where they are to receive discipline and training. When they are sent away from Ottawa to be trained in some institution, the City of Ottawa has to pay for their board and education.

Children in the Detention Home may be gentle and innocent, being there only because their parents are not fit to care for them, or they may be so rough and hardened that only a long period of hard work and carefully ordered instruction can save them from becoming criminals.

During the year 1917, the Detention Home dealt with 321 children. Of these more than 200 were acquitted, the cases adjourned indefinitely or the charges withdrawn. Fifty children were fined, nineteen made wards of the Chil-

dren's Aid Society, ten imprisoned and twenty-one sent to Industrial Schools.

THE LADY GREY HOSPITAL

(Royal Ottawa Sanatorium)

This institution, situated in the extreme south-west of the city, was built by private subscription on land owned by the city for the care of patients afflicted with tuberculosis. This disease is now known to be highly contagious and patients are sent to the hospital partly to protect their families and partly to secure for them the best possible medical care. Patients who are able to do so, pay for their care; if without money, they receive free treatment and board.

Although this Hospital was built by private subscription, it is now a city institution supported wholly by city taxes. Its status is different from that of Hopewell Hospital and the Isolation Hospital only in this—that it is not managed by the local Board of Health. Its management is under a board of nine members, consisting of the Mayor of Ottawa, the Board of Control, and four members appointed by the Ottawa Anti-Tuberculosis Society.

THE JAIL AND COURT HOUSE

These institutions are the property of the County of Carleton. They are used in common by the city and county and the City of Ottawa pays about three-quarters of the annual cost of maintenance. Although owned by the county and supported jointly by the county and the city, they are managed largely by the Sheriff of Carleton County, who is appointed by the Ontario Government. They are not civic institutions.

THE REGISTRY OFFICE

This building, situated on Albert Street beside the Fire Hall, is the property of the City of Ottawa, but the Registrar in charge is a provincial officer, over whom the city has no control. The building is a fire-proof structure and in it are kept copies of plans and deeds of all real property in the City of Ottawa as well as copies of all mortgages on such property. By going to the Registry Office and paying a small fee you may find out who is the registered owner of any piece of land in Ottawa and you may also find out whether or not this property is mortgaged, and if so for how much. The Registrar, not being a city official, is not paid by the city. The Registry Office is not, strictly speaking, a civic institution.

PUBLIC SERVICE CORPORATIONS*

THE OTTAWA ELECTRIC RAILWAY

In 1893 this company was given a thirty-year charter by the Ottawa City Council. At that time the operation of cars by electricity was in its infancy and many people believed it would not be a success, especially in the winter. According to the terms of the charter, the company pays the city a small amount yearly for every mile of its track and an extra amount for that which is on a permanent road bed. For the year 1917 you will see that this amount was less than \$17,000.

According to the terms of the charter granted this company, when it shall expire the City of Ottawa may become the owner of the company's road, cars, car sheds, equipment and power house by paying what these things are actually worth at that date. The city will not have to pay for the charter or right to use the city streets because that will have expired and be worth nothing. Already the rate-payers have decided by plebiscite that the

*These corporations are not civic institutions but they use the city streets and they supply services, some of which are used by all citizens and all of which are used by nearly half our citizens. The Electric Railway will probably become a civic institution.

city will take over the ownership of the road according to the terms of the charter in 1923 unless an agreement is made with the company to take it over at an earlier date.

When the City of Ottawa becomes the owner of the Ottawa Electric Railway, it will have to decide whether it shall be managed by the city under a commission or whether it shall be leased for a term of years to a private company. In any event, the city hopes to gain several advantages for its citizens. You may reasonably ask what these advantages are likely to be. In the first place, the city will be able to insist on extensions of the street railway to parts of the city where the car service is now inadequate or wholly lacking, for example, to the cemeteries and to Ottawa East. In the second place, the city ought to be able either to reduce the fares or to make a handsome profit on the operation of the road.

THE OTTAWA ELECTRIC LIGHT COMPANY

This company has a perpetual charter from the Dominion Government. It is not controlled in any way by the Ontario Hydro-Electric Commission. It may charge any rates its Board of Directors decide to be in the interest of its stockholders. As a matter of fact, its rates for thirteen years have been

the same as those fixed by the company owned by the city.

THE OTTAWA GAS COMPANY

This company operates under a perpetual franchise granted to the Town of Bytown by the Parliament of Upper and Lower Canada. It has the right to operate a gas plant and lay gas mains wherever it may wish to do so on the streets of Ottawa. It has the right to fix the charges for gas and regulate the quality of its gas as its Directors may decide.

While its franchise is perpetual, it is not exclusive. The City of Ottawa might give a charter to another company or might build a civic gas plant to compete with the Ottawa Gas Company.

THE BELL TELEPHONE COMPANY

This company operates under a Dominion charter. For a number of years the company paid the city a small sum each year, the city agreeing not to grant a telephone charter to any other company during the period of the agreement. At the present time the city gets no revenue from the Bell Telephone Company. Apparently the company now believes

that its franchise, although not exclusive in point of law, is so in practice, and that no opposition company is likely to operate under a city charter.

