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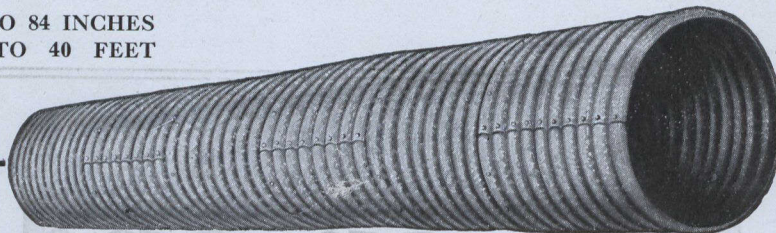
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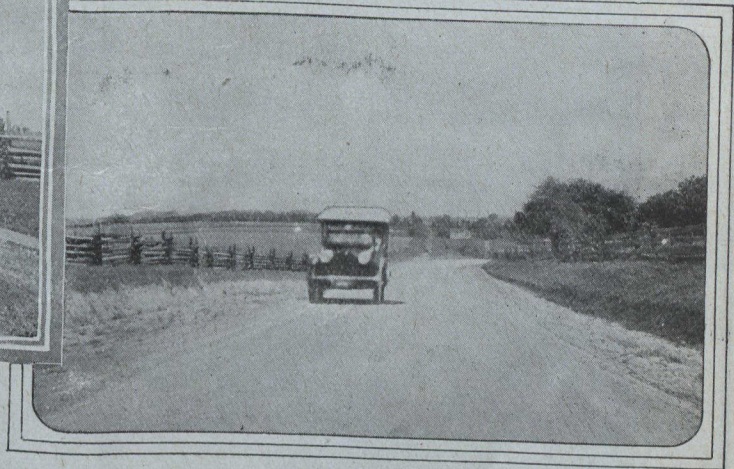
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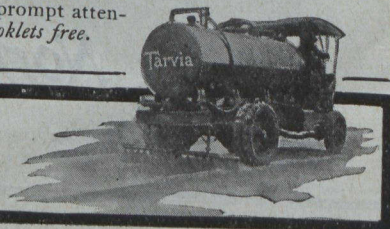
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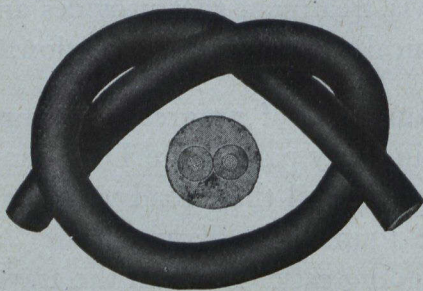
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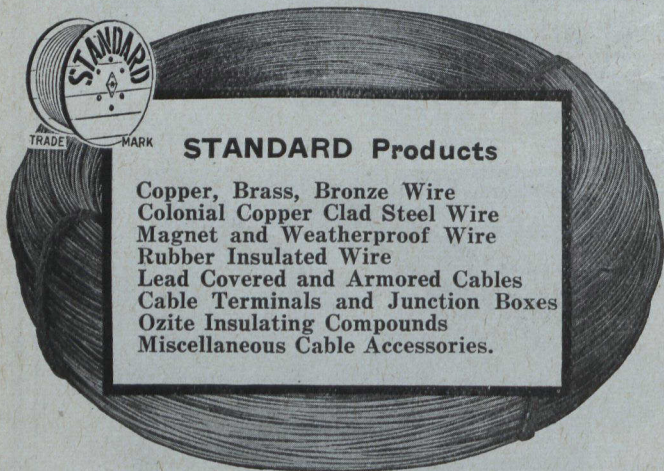
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FREDERICK WRIGHT, Editor

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NO. 2

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## Government Housing Loans

In the last issue of this journal we published some suggestions for a housing scheme for the Province of Quebec, to take the place of the Federal scheme which for various reasons—not fundamental—had not functioned in that province. Against the principle of the scheme we found two objections:

First, that it is not in the interest of a country that the government go into the "loan company business," and

Second, that what is not good business for private enterprise is not good business for a government to utilize public monies for the purpose of building tenements for the people.

Under normal conditions we frankly admit that it is not good policy for the state to enter into competition with private business, but for the last six years we have been living under abnormal conditions, brought about by the cessation of most of the productive activities of the world. This cessation included the building of private dwellings, with the result that at the end of the war there was and there still is a shortage of housing accommodation unprecedented in the history of the world, and while Canada has not been affected to the same extent as has the countries in Europe, nevertheless the dearth of tenements in her urban centres is such as to not only cause discomforts to the citizens but to make it a positive danger to health. As an instance of this dearth of housing accommodation we quote the city of Montreal with a shortage of over 26,000 tenements, which has given the landlords the unholy opportunity of raising rents from 25 to 75 per cent.

In practically every other country the government, realizing the danger of a housing shortage, has attempted, or is attempting to relieve the situation by some housing scheme, and in most countries the congestion has been relieved. In the promotion of these housing schemes, which necessarily has meant the outlay of enormous funds either in the form of loans or the building of tenements directly by the state, the only consideration that could be given was the welfare of the man power, the principal asset of any nation. The war proved beyond any shadow of doubt that the man power of the world was below par, brought about by undesirable living conditions, so that when it was found, after the war, that these living conditions had become worse by the cessation of home building during the war, the different governments had to step in and build shelter for the people. It was not a question of governmental interference with private enterprise. It was a question of the actual preservation of the people.

We maintain then that when private capital is not forthcoming to provide a necessity for the people—and adequate housing is a real necessity—it is the duty of the authorities, be they Federal, Provincial or Municipal, to use public funds for the purpose. This does not mean that the using of such funds for such a purpose would be lost to the community. It would be an investment in the health of the people that would repay itself many times over in a better citizenship, and no authority to-day dare ignore any legitimate demand for suitable housing accommodation for the people.

## Social Welfare and Industry

As an indication of the thought given by our American neighbors to the close association between industrial and civic matters we have on our desk plans for a tour of Europe that will be made during the coming summer by a large body of American business men, chamber of commerce executives, municipal officials and community leaders, for the purpose of observing business, social and economic conditions in England and the continent. Great Britain will be observed in special relation to the manner in which she is meeting the housing problem; the central European States as to how they are meeting after-the-war problems; the new state of Czechoslovakia in the reconstruction of its civic and industrial life; Milan in regard to its experiment in the control of the factories by the workers, and so on. In short, the progress in the social and economic reconstruction of Europe will be studied carefully by experienced American business men and economists and their information and conclusions passed on to the political and business leaders in the United States, to enable them to conduct American affairs in such a way as to better meet the new social conditions that prevail on this continent.

In Canada our political leaders have apparently not yet grasped the fact that social conditions have

changed, consequently they keep to old shibboleths in government, that were good in their day but which are now not in keeping with the spirit of the times. Fortunately for Canada her business, labor, farmer and social organizations have kept in close touch with the trend of events with the result that these different interests are approaching to a common ground of understanding—that common ground being the community spirit.

Those that control capital are beginning to understand that its future safety and profitable utilization depend on the prosperity and contentment of the community, and labor, as such, now understands that wages in itself is not sufficient to satisfy the mental demands of the family life. Both capital and labor realize that the real prosperity of the community and the nation depend on the social progress made in the homes of the workers, consequently both are beginning to study social problems in so far as they affect the economic fabric of industrialism. In other words industry—capital and labor—recognizes that it must, for its own sake, take a larger interest in civic affairs than it has in the past, because civic affairs affect the daily life of the people, composed principally of workers.

## The Government of Greater Montreal

The special commission that was appointed to draft a new charter for the city of Montreal has just completed its task after eight months of continuous deliberation and study, and a bill, in the form of an amendment to the present charter (which is over three hundred years old) embodying the commission's recommendations with one or two amendments, is now before the Quebec Legislature. What will happen to the new or amended charter remains to be seen, but certainly many new ideas in municipal government, have been inserted—ideas that have been well considered by each of the eighteen members of the Commission, and particularly by the Chairman, Sir Hormisdas Laporte, who knows Montreal well, having successfully served as mayor for two years.

While the primary purpose of the Commission was to draft a charter or clauses for the government of the city of Montreal only, it was empowered to study and recommend, with the help of representatives of the surrounding municipalities, a system of government for Greater Montreal, comprising practically the Island of Montreal. The augmented committee has after due deliberation recommended that a metropolitan commission be appointed along lines that show breadth of thought, soundness in economics and perception in civic ethics seldom seen in municipal government. Fully recognizing the principle of autonomy in purely local government, yet seeing the many advantages of co-ordination and co-operation on certain broad but well defined lines the recommendations of the committee call for a "Metropolitan Commission for the Fin-

ancial Control of the Island of Montreal" made up of members appointed by the City Council of Montreal and the Councils of outside municipalities. The principal duties of such a commission would be to take control of the finances of all the municipalities within the metropolitan area, to the extent of seeing that each municipality is managed along sound business lines, to verify budgets and annual statements; to raise loans, and to ensure co-ordination in all business of an inter-urban character. The suggestions are based on the principles that underly the borough system of the London County Council, and no doubt should the idea work out successfully the London system will be adopted in its entirety, of course to suit Canadian conditions. The city of Montreal and its environments will soon have a population of a million, and the drafters of the recommendations have wisely concluded that the borough system is the best for the government of a large area. It has all the advantages of co-ordination in finance, main sewers and roads, police and fire added to the advantage of local government in purely local affairs.

**HOMELESS PEOPLE MEAN DIS-  
SATISFIED AND RESTLESS PEOPLE.**

**LACK OF HOUSES MEANS HOME-  
LESS PEOPLE.**

## Canadian Municipals and Their Standing

Some few years back an English investor bought the bonds of four western towns around 95. The investment was not altogether monetary, rather it was a spirit of patriotism that prompted the buyer to take up Canadian securities. Quite recently this investor had occasion to dispose of his holdings and to his surprise and disgust he found that the bonds had depreciated in value to the extent of at least 20 per cent, and we may take it that at the moment this English investor is not kindly disposed towards Canadian municipals.

This is an illustration of the bad effect that a single municipality defaulting on its indebtedness has upon the credit of all surrounding municipalities, to the extent of a whole province, and even beyond. Not one of the four towns whose bonds the English investor had bought has gone back on its indebtedness; as a matter of fact the financial reports of all four make good reading, and yet their financial credit has been materially affected because one or two small neighboring municipalities defaulted last year.

The finances of Canadian municipalities were never in such good shape as they are to-day, thanks to the keener sense of responsibility on the part of the councils, and a sharper inspection on the part of the provincial authorities,—an inspection that should be welcomed rather than resented by municipal officials—but there is much to do before Canadian municipals can be said to have reached a standard that will give such confidence as to maintain

their par value at least. It is true that all other public issues are below par but not to the extent of municipals, which is aggravating when it is considered that back of every Canadian municipal bond is collateral enough to pay it many times over, but such is the delicacy of the financial barometer that the slightest slip of the weakest municipality will send down all municipal securities of that particular province in which the weak municipality is located.

To our mind there has not been enough attention given to municipal credit by the municipal unions of the Dominion. It seems to be taken for granted that each council knows its own finances best, and consequently outside interest would look like interference. There is no doubt that the local authority knows the financial needs of the community better than outsiders, but our experience tells us that the average municipal executive is keen to get pointers on his work, particularly those who have charge of local public finances. And we believe that had closer attention been given by the executive of the provincial unions to the finances of the different municipalities under their administration, such stupid mistakes as municipalities defaulting on their bond interest would not be heard of. We believe that if each provincial union had attached to it a financial advisory committee made up of practical financial men, whose business would be to examine and advise on the financial report of each member municipality, the municipal credit of each province would soon reach such a standard that no market manipulation could lower.

### SIXTEEN PERSONS LIVING IN ONE ROOM.

A social worker of one of our cities in a recent report stated that sixteen persons were housed in one room, the cause being unemployment on the one hand and high rents on the other. This is an indictment of our social and economic system that is too serious to be left to the ordinary channels of supply and demand, and the authorities cannot take up the subject too seriously or too quickly. In this case, which we understand is illustrative of thousands of other cases, the sixteen persons represented four separate families who if given an opportunity would be living in decent cleanly surroundings, but because there was no work and because of the charity of the first of the families that allowed the other three families to partake of what warmth this single room provided, sixteen would-be respectable citizens of Canada are compelled to herd together like cattle.

Surely this is a crime against common-sense and morals, and if Canada is to keep in the vanguard of nations her business and political leaders have a special responsibility in removing the causes of such social conditions as represented in the case mentioned.

### ST. THOMAS HORTICULTURAL SOCIETY.

We note with pleasure that the St. Thomas Horticultural Society had a remarkably successful year in 1920, and that the genial founder and president (Dr. Frank E. Bennett) has been persuaded to preside over the destinies of the society for another

year. This society with its exhibitions and exhibits in other cities has truly put St. Thomas on the map as the "Flower City" of Ontario. It has made the little city a desirable community to live in for it has inculcated into every citizen a real love for flowers—the best incentive for purity in the home life. Flowers have changed St. Thomas from a gray humdrum municipality into a live and beautiful community and many thanks are due Dr. Bennett and his colleagues for making the thing possible.

### A MODEL MUNICIPAL LEGISLATIVE PROGRAMME.

We have just received a copy of the programme that the Conference of Mayors of the State of New York has prepared for presentation to the next session of the New York Legislature. From beginning to the end the programme is a model piece of drafting, each subject dealt with clearly and concisely, and consequently easy for the members of the legislature to follow and understand. We would recommend the secretaries of Canadian municipal unions to secure a copy as a model to draft their own legislative programmes.

### GOOD CITIZENSHIP.

"Good citizenship is the subordination of one's desires and inclinations to the common good; the faithful observance of just laws and ordinances; the acceptance of the duties and obligations of citizenship as well as its advantages and its protection; loyalty to one's family, one's city, and one's Nation."

—L. E. Kneipp.

## THE EVOLUTION OF THE ROAD IN ENGLAND

(By J. W. WILLIS BUND, C.B.E., LL.B.)

The following extracts taken from a paper delivered before a conference of engineers at Birmingham (Eng.), by Mr. J. W. W. Bund (Chairman of the Worcestershire County Council), make instructive reading to students of good roads:

The history of the road from the time it was a mere track through swamps and over hills to the present day, when it is a highly finished artificial product, costing over \$25,000 a mile to reconstruct, is one of great importance and interest. All the different stages can be clearly traced, and each of them marks a distinct step in our civilization. Originally roads were merely paths, followed by the native tribesmen and their cattle; later such vehicular traffic as there might chance to be passed over these paths, as and when they could, which was far from being always. It was not until the Romans settled in Britain that regular roads were made, and made on a definite system. From them we get the first glimpse of a classification of routes in their division of roads into two great groups, "ways" and "streets," the first, "the way," being, as a rule, unpaved; the second, "the street," a paved road. The "Foss Way," a cross-country road, represents the first class, the "Watling Street," the great Roman road from London to Chester, the second. Then, as now, London was the centre of administration, and from London such groups of roads as were necessary radiated to the various parts of the country. The first group went south-east to Canterbury and the Kenish ports. The second group went west to Silchester, whence branches went off to Winchester, Exeter, Bath, Gloucester, and South Wales. The third group, the "Watling Street" and its branches, went to St. Albans, Lichfield, Uriconium and Chester, the fourth went to Colchester and the Eastern Counties, continuing on to Lincoln and York, the fifth, the "Foss Way," a cross-country group, from Lincoln South-West to Leicester, Cirencester, Bath, and Exeter. These roads and their branches were sufficient for the purposes of the Romans, which were in the main what we should now term "through traffic," the movement of troops and the movement of produce for export to Rome. It is important to keep these routes in mind, as, in spite of all the change of over a thousand years, these roads are still either the main lines of communication in the country or the basis upon which the modern system of roads has been built up.

It is not clear how the Romans kept these roads in repair, or who was liable for the repair of them; in all probability the repairs were made by forced native labor, carried out under Roman superintendence.

When the Romans withdrew from Britain and the Saxon settlement ensued, a most important change came about in road management, which may best be described by saying that the traffic ceased to be "through" and became "local." The Saxon Kings had little interest in districts outside their own sphere of influence, except with the idea of extending it, and so each of the Saxon Kings, if they did any road making, which is doubtful, beyond taking possession of such parts of the Roman roads that were in their own kingdom, were content to confine their activities as to maintaining and repairing roads to so much of the Roman roads as were within their own boundaries. They, however, introduced a system which has had a most far-reaching effect on road repair and maintenance, and which has become part of the law of the land. Stated broadly, all Saxon landowners of private land (Bocland) held it subject to certain services to the State, which became known as the "Trinoda necessitas," and consisted of the liability for military services, repair of the highways and bridges, and the maintenance of fortifications. Thus, placing on the land-owner the duty of maintaining the roads,

whether it was the roads adjoining his land, or, as it became later, the roads in his parish, this became the basis of English highway law, and marks the point of the cessation of the idea of through traffic and the establishment of local traffic, with the liability of the local landowner to keep the roads fit for the maintenance of local traffic. It will be readily recognized that a Saxon landowner's ideas of what were sufficient repairs to a road was a somewhat varying quantity.

### Road Maintenance by Landowners.

It is said that the earliest mention we find of this liability is in a Charter of Offa. Some writers put it much earlier, but taking the date to be in Offa's reign—he died in 796—the system of local landowners repairing local roads has prevailed for at least 1,200 years. No very great change took place as regards the maintenance of roads for a number of years. The traffic on the roads was little, and was mostly a summer and fine weather traffic. It arose from three great sources—markets, fairs and pilgrimages. The local markets were probably small, as each person produced what he consumed, but the fairs and the pilgrimages revived the idea of through traffic.

Mainly on the East Coast traders come from Normandy and the Low Countries, bringing goods to be disposed of at local fairs. The great religious houses that were scattered over the land each obtained from the Crown, or from their feudal lord, the right to hold a fair. Such fairs attracted merchants from abroad, and to some extent revived traffic. It was often unsafe to travel alone, as thieves abounded and highway robberies were constant. To check this the celebrated Statute of Winchester was passed in 1285. It placed on the county the liability for making good to the person robbed the loss he had sustained. To prevent robberies it provided that highways leading from one market town to another should be so enlarged that there should not be any "dyke, tree or bush wherein a man might lurk to do hurt within 200 ft. on one side and 200 ft. on the other side of the road, but it was not to extend to great oaks or other trees, so that it be clear underneath." If the landowner did not clear away the bushes he was liable to answer for any robbery.

### The Beginning of Road Classification.

The statute began the classification of roads in our sense of the term. All roads leading from one market town to another were to be clear for 200 ft. on each side, other roads that did not carry traffic from market town to market town might be as narrow and overgrown with bushes as the landowner pleased.

Until the Wars of the Roses were over the traffic on the roads, such as it was, continued to be conducted much on the lines indicated; but on the conclusion of the Wars the importance of the local trade largely increased. The roads seem to have been made more use of, and the idea gained ground that it was good for trade that the markets should be made as flourishing as possible, and the access to them made as easy as possible. There is, however, one point that should be carefully borne in mind—that is, most of the traffic hitherto spoken of, especially the through-traffic, was done either by the travellers themselves riding and taking their goods on pack horses, or by traders walking or riding with a long train of pack horses. In some cases persons of rank were conveyed in a horse litter, but for through traffic a wheeled conveyance was a greater rarity. Except local carts for agriculture there seems to have been but little wheeled traffic on the roads before the accession of Elizabeth, while carriages, as

(Continued on page 56).

## FUNDAMENTAL CONSIDERATIONS OF CITY PLANNING

F. L. OLMSTED.

City Planning, which is used broadly to cover the entire subject matter designated also by such terms as Town Planning and Regional Planning, is concerned with the territory occupied or to be occupied by any community and with prospective physical alterations in that territory and the objects upon it, in so far as such alterations can wisely be controlled or influenced by concerted action in the interest of the community as a social unit.

In theory no prospective physical alteration is so small, so localized, or so specialized in technique as to be excluded merely for that reason from the scope of city planning, provided it can wisely and effectively be controlled in the common interest. A problem of city planning may be wholly within the field of one of the many well established specialized technical professions having to do with the physical surroundings of community life, or may concern several such fields, or may lie in a sort of no man's land inadequately covered by any one of these professions.

The field is so wide and so complex that on the one hand effective progress in mastering it requires specialization, and makes it inevitable that much of the progress in technical knowledge and skill on which successful city planning depends will arise from the activities of innumerable specialized organizations, most of which concern themselves little with city planning as a whole, and that on the other hand it is necessary for any organization which deliberately addresses itself to city planning as a whole to concentrate as far as possible upon those aspects of the field which cannot be, or are not, effectively dealt with upon any narrower basis.

In theory there are no limitations to the extent of co-ordination desirable among the diverse planning activities which shape the physical growth of a community or to the extent to which it is desirable to estimate future contingencies and take account of them in planning; but practically there are very decided limitations upon the amount of time and effort which can be withdrawn from the vital business of getting things done for the sake of study and planning what to do and how best to do it.

The most fundamental consideration of all in city planning, therefore, is to apply sound, clear penetrating common-sense to the problem of how far it will pay to go, under any conditions in forecasting the future and adapting present plans to future contingencies, and in suspending plans for meeting definite limited objectives of a local or specialized sort and modifying them for the sake of community purposes with which they are not directly concerned.

The classes in specific city planning problems which are most distinctively matters of city planning are:

(A) Those in which the permanent interests of a community justify the modification of plans so as not merely to secure the immediate objects of a contemplated improvement, but also to fit the probable contingencies of a remoter future or to fit community needs which are only indirectly connected with the objects immediately in view.

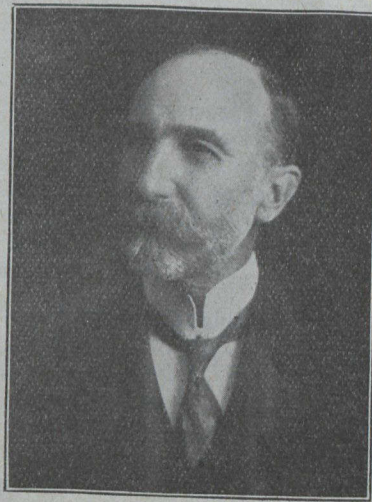
(B) Those in which a close co-ordination of planning in two or more fields of technical work ordinarily segregated from each other in practice is likely, through avoidance of conflict and fuller utilization of joint opportunities, to secure advantages commensurate with the effort of obtaining the necessary co-ordination.

(C) Those which lie so much outside of the fields which are effectively covered by any specialized planning agencies that the community is likely to suffer from their neglect.

Merely to recognize problems of the above classes as they arise in the routine of community growth and to consider them from the broad standpoint of the community's general interests is city planning in a conservative or defensive sense.

But constructive city planning requires also that many such problems, long before they become acute shall be anticipated and considered under the impulse of imagination applied toward the attainment of the larger social objectives of the community.

Any one discussion of city planning must be limited in one or more of these ways: (1) It may be general and superficial; or (2) it may be confined to the problems of planning a limited area in a more or less complete and co-ordinated way, as for example, the planning of a residential subdivision, or of an industrial terminal district; or (3) it may deal with a limited class of problems in wider application as considered from the city planning standpoint, as for example, the planning of main thoroughfares or the distribution of schools and playgrounds.



H. J. ROSS, F.I.A.,

For Many Years Honorary Auditor Union of Canadian Municipalities.

### THE DEBT OF MONTREAL.

The city of Montreal is much better off financially than its critics give it credit for. In a recent address the Chairman of the Administrative Commission (Mr. E. R. Decary) gave some interesting figures which are worth repeating because they disabuse the minds of those who have an idea that the commercial metropolis is decadent in its public administrative. Mr. Decary said that as a result of an analysis of the tax question Montreal came out very well as being a city of moderate taxation. "Some time ago," said the speaker, "people were heard declaring that Montreal was on the verge of bankruptcy. Against that he would show that Montreal had the smallest per capita debt of such cities as Boston, with a per capita debt of \$45; New York, \$32.80; Toronto, \$36.60; Baltimore, \$25.73; compared with Montreal at \$18.21. The tax rate of Montreal was the lowest of all these cities, despite the increase the Administrative Commission had to make when they entered office. He declared the Montreal tax was now \$19.90 on each \$1,000 of valuation, against Boston's tax of \$23.60; New York's at \$23.50; Toronto's at \$28.50, and Philadelphia's at \$23.50." The tax is the realty tax and school tax combined.

Before Maisonneuve was annexed to Montreal, the debt of Montreal was \$100,000,000, or 16.3 per cent of the city's property assessment. At that time the percentage of debt in Outremont was 16.2; in Westmount, 14.5; in Verdun, 21.6; in Montreal North, 32; in Pointe aux Trembles, 32; and in Maisonneuve, 80.

## MUNICIPAL LIGHTING PLANTS IN THE UNITED STATES.

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

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

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

Year	Municipal	Private	Total	Per cent of Municipal Plants
1881	1	7	8	.....
1890	137	872	1,009	13.50
1895	386	1,690	2,076	18.50
1900	710	2,514	3,224	22.02
1905	988	3,074	4,064	23.30
1907	1,252	3,462	4,714	26.40
1912	1,567	3,659	5,221	30.00
1916	1,580	3,458	5,038	31.30
1917	2,318	4,224	6,542	35.43

### Detroit Building Municipal Lines.

Detroit, Michigan, is proceeding steadily with the building of its independent system of municipal street car lines. Several miles of tracks are already laid, other miles are in preparation and the city is advertising for twenty-five, one man safety cars. The city is pushing the work and it is claimed that cars will be running on the municipal lines early in the coming year.

### Water Plant Saves \$15,000 a Year.

The Municipal water works of Elmira, N.Y., has saved the people of that city over \$15,000 a year in reduced rates for water, according to "Public Works" of July 24.

The city of New York recently built eighteen miles of water tunnel through the heart of the city. The tunnel carries a billion gallons of water a day and is 800 feet below the ground. It is a part of the municipal water system.

Seattle, Washington, is saving its citizens approximately \$1,000,000 a year by reason of the lower rates it enjoys for electricity through its municipal plant. The retail rate is 6 cents per kilowatt hour whereas the rate under private ownership was 8½ cents.

### Success of Municipal Ownership in Newark.

For thirty years the city of Newark, N.J., has owned and operated a public water system. The profit has been as high as \$300,000 in a single year. The quality of water has improved and the cost to the consumers has been reduced 50 per cent since the city took over the plant. Out of the earnings more than \$8,000,000 worth of improvements have been made.

Seven years ago the city established a municipally-owned asphalt plant. It has reduced the cost of paving and repairing of the streets more than 50 per cent. It has been such a success that Mayor Gillen says the city is considering making additions that will enable it to supply asphalt to neighboring communities.

Encouraged by these notable successes, the city has recently voted to establish a municipal electric light and power plant.

## CONTROL OF PROSTITUTION.

The American Social Hygiene Association has just published a booklet entitled "Social Hygiene Legislation," which is an answer to those who insist that the European system of controlling prostitution should be adopted on this continent.

The European policy, in a few words, is that prostitution is tolerated on certain conditions, mainly by subjecting it to certain rules which practically constitute a license to practice prostitution.

To investigate this method, Abraham Flexner, of the General Education Board, was sent to Europe by the Bureau of Social Hygiene of New York City, and was given no instructions except to make a thorough and impartial examination of prostitution in Europe and to report his observations and conclusions to the Bureau. The first discovery made by Mr. Flexner was that the regulatory system prevails only in a small part of Europe and in no two places alike. It has died out in Great Britain, Holland, Denmark, Norway, and Switzerland, except in the city of Geneva, and is on its last legs in France, Belgium, Germany, Austria, Czecho-Slovakia, Sweden and Italy.

Three processes are supposed to be involved in the European regulation system if it is to be successful. Prostitutes must be segregated, they must be registered, and they must submit to medical inspection. Mr. Flexner found that there is no such thing as segregation of prostitutes in Europe, not even the small fraction that is regulated by the police. He says that the bulk of prostitution, even in regulated cities, lives where and as it pleases.

As to registering all or nearly all the prostitutes, he says, "nowhere is more than an unimportant fraction registered." He explains that it is only a small number of the helpless and stupid prostitutes that can be listed. "The majority cannot be registered. They are too cunning to be trapped. They disappear here and reappear there."

As to the medical inspection of prostitutes, Mr. Flexner has this to say: "There are several reasons why medical inspection is believed to be futile. In the first place, too few women are examined; for if, as I have said, the police never apprehend more than an unimportant fraction, medical inspection never reaches at all the bulk of those diseased. In the next place, medical inspection does not continuously protect even the registered women. The women pronounced diseased are forcibly confined to a prison hospital. Now the prostitute resents imprisonment. She learns quite early the signs of infection; discovering herself infected, she does one of two things—covers them up, a trick at which she is expert, or as the phrase is, she 'disappears'—does not report for medical examination, meanwhile plying her trade in secret. When, therefore, medical inspection is urged on the ground that in Europe it is employed to reduce disease, you may confidently reply that regulation in Europe has most completely collapsed at precisely that point."

TO THE COUNCILS  
Please don't forget the subscription  
for 1921 to the Canadian Municipal  
Journal.  
THANKS.



## THE HOUSING PROBLEM IN MONTREAL

The housing problem in Montreal has been accentuated by the fact that no official survey of living conditions in the city has ever been made, consequently there are no means of knowing accurately how many persons or families occupy each tenement. As an indication though of some of the housing conditions of Montreal the following extract, taken from an article by Mr. John B. Dawson, the general secretary of the Charity Organization, is worth repeating:

"In a recent limited survey made by the Housing Committee of the Charity Organization Society in 1919 of 342 houses in various parts of the city, occupied by families known to the social agencies, 74 occupied rooms were found to be without outside lighting. Fifteen per cent of the houses examined had damp rooms, thirty-two per cent had insanitary plumbing, fourteen houses had no toilet, one hundred and fifty-six no bath room. Eighty-two per cent of the houses had an average of more than one person per room, thirty-three per cent had over two persons per room. In fifty-two of these houses there were active cases of tuberculosis."

Mr. Dawson in the same article states that, "In the absence of any comprehensive survey one can draw conclusions only from isolated instances. These conclusions are necessarily tentative, but the testimony of all who do much visiting amongst the poor, is to the effect that insanitary conditions of the most serious description are frequently encountered, and it is fair to assume that Montreal is paying heavily, in dollars and cents as well as in human misery, for its negligence in this fundamental question of housing."

As further evidence of effect of the shortage of housing accommodation in Montreal the following report prepared by Dr. S. Boucher, the Director of the Department of Health, is very instructive:—

"The housing conditions in Montreal have been considerably changed for some years on account of the cessation of the erection of new buildings. Previous to the war the number of buildings erected annually varied from 2,000 to 4,000, but since 1914 has come down to a few dwellings, especially of the class occupied by workingmen. The latter have been forced through this state of things to rent houses hitherto left unoccupied on account of their state of decay or because of their insanitary conditions. Besides this, the high cost of rentals has brought about a congestion of the available houses and the consequent evils due to an increase in the density of the population.

"In 1916, the number of vacant dwellings was 8,210 according to the report of the City Assessors, whereas in 1919 it was 1,968, and it is reasonable to suppose that the latter are still vacant on account of the increase in rentals or because they are uninhabitable.

"As the cost of rentals has considerably increased during these last years, people were forced to occupy smaller houses, and this was another reason for further increasing the density of the population. Our figures based upon the data supplied by other civic departments show that the number occupying the same dwelling averages 5.5 in 1919 where it was 3.7 in 1905; as we do not, however, know the exact population of the city we are convinced that the former figure is too conservative. This is explained by the fact that the lack of a civic census has led us to base our estimates upon the federal census of 1911, this manner of estimating the population giving rise to a great discrepancy between the real and the estimated population as the years go by.

"We are thus led to believe that the number of new buildings erected should be, as before the war, from 4,000

to 5,000 a year in order to answer to the need of an ever growing population.

"Although it has not yet been proven that this change in the way of living of the population has had an influence on the public health of the city, it may be taken for granted that the evils arising therefrom will be felt in the near future. This view seems to be supported by the fact that the death rate from congenital demility and the number of premature births have considerably increased, although there has been a decrease in the number of deaths from diarrhoea and gastro-enteritis; this would, in our mind, show that notwithstanding the spread of hygienic knowledge, which helps in saving strong children, there would be a greater number die through physical miseries probably due to the increase in the density of the population in dwellings, and to the fact that so many people are forced to live in buildings that in ordinary circumstances would be deemed unfit to be rented."

According to Levell's Directory the city of Montreal has a population approximately of 736,416. Taking an average of five persons to a family there should be at least 147,283 dwellings to house this population. According to figures supplied by the City Treasurer's Department there are 145,512 persons paying water and business taxes. From these figures we must subtract 25,000, the computed number of persons paying taxes for business premises, which leaves 120,512 tenements on which taxes are paid—or 26,771 short of the necessary number of dwellings to decently house the people of Montreal.

According to statistics compiled by the McLean Daily Reports\* the value of construction contracts for residences for the Provinces of Quebec and Ontario during the years 1919-20 was as follows:

Ontario . . . . .	\$60,977,300
Quebec . . . . .	20,917,800

In other words Ontario in the last two years has expended three times as much in housing the people as has the Province of Quebec.

Under the Federal scheme, augmented by a provincial loan of \$2,000,000 the Province of Ontario, according to a report supplied by Mr. J. Ellis (Director of Housing), has built upwards of 2,220 dwellings, and Toronto under its own scheme has built upwards of 400 additional tenements. Under the Federal scheme, the Province of Quebec, according to the Minister of Municipal Affairs (Hon. Walter Mitchell), has built 262 dwellings in twelve small municipalities, most of these being built by industrial concerns located in out-of-the-way communities that took advantage of the Federal scheme to borrow through housing companies cheap public money to house their employees.

### THE SOCIAL WORKER.

"The world is sprinkled with morons, but, after all, the normal exceed the abnormal nearly ten to one; and an almost incredible store of talent lies latent and undeveloped in the great averages of mankind. The social worker's chief positive task through case work and mass work is to unlock this store of productive ability, to turn it into industry, thrift, creative art and citizenship. The new democracy of which we dream will be progressive and indeed possible only as we are able to develop a skilled leadership consecrated to unselfish service, and a sufficient measure of income, leisure, and education to enable the average citizen to sense the common need, to fill the thrill of the common purpose, and to enlist for its realization."—Todd, in Social Welfare.

## CANADIANIZATION

G. ELMORE REAMAN, Ph.D.

The following statement taken from a committee report of the Social Service Council of Canada is of special interest at this time when the authorities are realizing that there is an alien problem in Canada, and always will be one, until means are found to absorb the foreign-born into our national life. The writer—Dr. G. E. Reaman—who has given much study to the subject is giving a course of lectures in Canadianization in Toronto.

Canadianization may be defined as the process of the absorption of the foreign-born into our national life and the acquisition on the part of the foreigner himself of a general knowledge of and appreciation for our language, laws, institutions, and ideals.

Such a definition, it will be seen, has two phases to it: one for the native Canadian and one for the newcomer. A large part of Canadianization is the encouragement of the average Canadian to appreciate the foreigner because for a long time we have looked upon the foreigner as an economic asset only and we have not tried to look for evidences of a civilization much older than our own. Many of those who come to our shores have been surrounded by the best in art and music and yet we have a tendency to treat them in a supercilious fashion which certainly does not do us any credit. The other phase concerns the newcomer himself and emphasizes the fact that he can never be one of us until he speaks our language, understands our laws and institutions and appreciates our ideals, because to a major extent it is the foreigner himself who must go through the process of Canadianization, we Canadians can only facilitate it by our sympathy and understanding.

### The Present Situation.

It is a difficult matter to get any actual statistics about the number and location of the non-English-speaking peoples in our country. Until the new census is taken, probably as good a source as any in the Report of the Registration Board of 1918, and although this has only to do with the male population over sixteen years of age, yet it does give one some idea of the real situation. In that year there were 403,221 non-English alien males over 16 years of age in our country, of whom 252,977 were not naturalized, or a percentage of 62.5—more than half—and doubtless a large majority of these knew very little English. A study of the graph gives an idea of the distribution of the foreigner in the principal cities of Canada, and it is rather disturbing to think that more than every third man one meets in Port Arthur and Fort William is of foreign birth. The question whether these men speak English is one of equal importance to the Dominion authorities as the question of health because it is as universal in its application. If residence were permanent it would be a different matter, but it is well known that these men are quite migratory and go from province to province, hence making the problem one Dominion-wide in its scope. The United States Federal Government for some time has recognized the matter to be of sufficient importance as to have a Director of Americanization attached to the Bureau of Education and not only has a specialist been set aside to do this work, but the Government has considered the advisability of setting aside seven and a half million dollars to assist the different states in their Americanization work, this money to be apportioned according to the number of foreigners in each state and any federal grant to be equalled by a definite state apportionment for this work.

The problem of the foreigner has wide ramifications as one will readily see if he turns to our penal institutions, asylums, general health statistics, and even to the labor situation. Not that these people are individually below the

average Canadian standard but because of the economic and housing situation involved. They are allowed—almost forced—to live in crowded quarters which are anything but good for the development of proper manhood and womanhood, and the fault is not as much theirs as it is ours. As in so many social questions, the economic factor is very pronounced, thus complicating the situation still more.

### Objective.

If such is the present situation in Canada what must our objective for a scheme of Canadianization? The following is suggested:

The objective shall be to make Canadian citizens of those people who have come or will come to Canada by:

1. Giving them a working knowledge of English;
2. Teaching them what is meant by Canadian citizenship; and
3. Incorporating in our national life whatever is valuable in their national life.

In order to gain our objective there must be cohesion to the organization. If the foreigner migrates from province to province it is obvious that there ought to be the same sort of plan in operation in each province so that wherever he goes in Canada he will be able to fit himself into the scheme. Obviously, too, it is not fair to ask the provinces to finance this work entirely by themselves because it would mean that certain provinces on account of their location would have a larger share of the work put on them than is just. It would seem right then that the Dominion Government, under whose auspices these people come to Canada, should contribute something to their Canadianization. Such amount should be distributed among the different provinces on the basis of the foreign population of each province and this sum should be equalled by an amount contributed by each Provincial Government. If such a policy were carried out it would require a provincial organization to see that the desired end was attained.

### NEW ROAD EQUIPMENT.

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## COMMISSION GOVERNMENT LOSING GROUND

By T. L. HINCKLEY.

After six years of commission government St. Paul, the capital city of Minnesota, is somewhat disillusioned.

The complaint against commission rule is the familiar one of lack of co-ordination of activities. In the opinion of many, this has resulted in duplication of effort and rivalry between department heads, with consequent increased costs of administration. It is also stated that there has been so much patching of the original commission charter, that many of its provisions have been nullified, and that a new instrument is preferable to more amendments.

A further reproach is contained in the assertion that although department heads have conceded the presence of a certain amount of duplication and admit that a general overhauling of system would be highly beneficial, still, until very recently, no steps have been taken to bring this about.

As this goes to press word has been received of a survey of the city administration which is soon to be arranged, a step which may be viewed as an acknowledgement of the justice of this criticism.

Friends of the commission explain that a large portion of the increased costs of administration are due to the unprecedented increases in labor and materials charges, not to mention such things as the recent adoption of the two-platoon system by special vote of the people. As to elimination of waste, a leading official of the city government has stated that possibly the "slack" in city business methods may amount to \$100,000 annually, a sum worth going after, whenever the people vote the funds necessary for a special investigation.

From the foregoing it will be seen that the financial side of the question has been the most emphasized in whatever public discussion has taken place. The advantages of a more responsible type of government, the council-manager type, for example, has been urged frequently by the press, but it cannot be said that popular interest has as yet assumed the proportion of a general demand.

A charter commission has been at work upon the general problem for some time, and recently an outline draft of a proposed new charter was published. This was stated to be a "modified city-manager" plan, but an examination of its provisions seems to classify it rather as a modified federal plan, the mayor being charged with many of the duties of a city manager.

It is impossible to predict just what turn charter revision in St. Paul will take. The best informed opinion is favorable to the council-manager system, but as indicated, there is no general demand as yet for this reform. Dr. A. R. Hatton recently addressed the influential St. Paul Association on the general subject of charter reform, but no final action has been taken on the matter. In the meantime, amendment of the present charter continues, there being two such amendments voted in by the citizens at the last election. Until other steps are taken, the passage of additional amendments is the only remedy for charter ills; but it is safe to say that with the passage of more amendments the feeling grows that a different form of government will prove more efficient.

## A SUGGESTION

In wishing the best success to the new councils of Canada the *Canadian Municipal Journal* would suggest that at the first meeting each council pass a resolution subscribing for its members to the *Journal* so that it may be mailed to the private address of the Mayor, Aldermen and Officials.

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## MUNICIPAL GOVERNMENT AND THE EXPERT

W. A. I. ANGLIN.

(The Bureau of Municipal Research.)

(The following able article by Mr. W. A. I. Anglin, late of Toronto and now making a close study of municipal questions in the United States, is the second on this important subject. The first article appeared in our November issue).

At the present time it is impossible to discuss the functions and advantages of a Bureau of Municipal Research without first establishing its relation we are assuming it to have with the City Hall. The Bureaus in existence, having rendered themselves, even as private bodies, indispensable to the civic administrative departments, now naturally provoke the question, "Why should there not be a department for municipal research incorporated in the city government with power to stimulate and check the other departments?" So far the Bureaus have worked purely to the end of "the active co-operation of the public with the city administration," as the late Mayor McClellan of New York has put it; and there is no one who will gainsay the fact they have in that capacity been a pronounced success for all concerned. President McAneny of the Borough of Manhattan, is quoted as having said in 1912: "I might mention a long list to illustrate what can be done upon the administrative side, but I repeat that nine-tenths of it has been the work of the Bureau of Municipal Research and of men within the service who have been inoculated with their ideas, with their enthusiasm, and who have accepted service under me and have worked with them all in the same general direction and with the same general purpose." But can we expect such a hearty co-operation to continue? Wherever a Bureau has done its work we find that its sound advice and expert assistance were badly needed, the demand was abnormal, and public opinion, indifferent while it awaited results, was yet certainly not opposed. Accordingly some Bureaus have proceeded on the understanding that their service is only temporary, that when the city official has his work placed on a business basis, the public thoroughly comprehending his duties and their own responsibilities, there will be no further call for its particular function. Such an assumption will at least prevent dry-rot eating into the foundations of an institution that must of necessity be continuously alive to the needs of the hour and ever present with the most recent data and experience of other cities to forestall needless waste and callow officials. But as our civic administration exercises more and more the principles of corporation management it is safe to assume that it will also introduce the principle of self-examination and appraisal, although probably not until after considerable agitation on the part of the people.

Logically, therefore, a Bureau, prepared not only to check the city departments in economy and efficiency, but also to conduct industrial, educational, and social welfare surveys in co-operation with the respective departments interested, should be constituted one of these departments. It is even argued at times that the city's charter should be amended to include this feature, and give the Bureau certain limited powers whereby it may have its suggestions carried out. And it is further maintained by some that with the Bureau "as an integral part of the city government the department heads are more likely to have confidence in, and co-operate with, its officers. On the other hand investigators from the Bureau are the more certain of obtaining free access to all records and accounts, and of securing accurate knowledge of the business and operating methods."

Although in the theoretical organization of administration such conclusions are logical, unfortunately the element of politics in civic administration renders all consequences illogi-

cal. It is possible to conceive that the co-operation of the heads of departments may be as often employed to suppress facts as to bring them to light. Moreover, would the public ever feel that their Department of Municipal Research was presenting an impartial analysis of the actual state of affairs at the City Hall. If it did, we must remember again that speaking the truth and having it accepted are two very different matters. There is, therefore, a great deal to be said for the Bureau being independent of the City Hall and financed by public-spirited men of the community, who well know that their outlay will in time be covered by a saving in assessment, to say nothing of the advantages of a well managed, beautiful city. The Bureau is then on the side of the people no matter what the disposition of the civic authorities may be. With an influential Citizens' Association behind the Bureau it would be suicide on the part of the city departmental heads for whom the Board of Control, City Council, or Commission, are responsible, to refuse the fullest co-operation. Even from the outside a trained eye can tell whether a department is getting results, whether its appropriation is being used to the full, and whether the staff in organization and equipment are equal to their duties. Once such deductions are made and the department chief shows no inclination to act on any suggestions formulated on the strength of them, the Bureau, being independent and of the people, finds a more credulous ear for the denunciation of the recalcitrant civil servant. A wise official, as has happened many times already in cities where the Bureau of Municipal Research is in operation, will seek first its advice and assistance rather than wait for any importunate requests, that must inevitably invite suspicion.

The strongest point of advantage as an independent Bureau, however, is in connection with its most important function,—that of popularizing the city's departments and of educating the electors in the intelligent interpretation of civic policies. This a department of the City Hall could not set out to do and at the same time have confidence reposed in it. Circumstances will, however, make the best course to pursue variable in every case; new factors will arise on all sides and none will be so prominent as the socialized school. In fact that day is not now inconceivable when our public schools and even our universities will have spared a little time for expounding the classics for an exposition of civics, so that we may look to our educational system to do for the man or the woman in the making what specially instituted Associations and Bureaus of Municipal Research have had to attempt to do for them as inductile adults. Then indeed will our civic officials be of such a calibre, and our public opinion of such a frame as to warrant mutual faith on the part of the elected and the electors for the efficient execution of their several trusts.

For some years to come, therefore, the Bureau of Municipal Research and its staff of trained workers will accomplish the reconstruction of civic life in all its ramifications to meet the political and economic conditions of the twentieth century, the better as a body free from the menace of the traditionally boss-ridden City Hall. The first task of the Bureau will be the gaining of the good-will of the community's inhabitants. Somehow we are all diffident in the presence of experts. But, certainly, as has already been remarked, if the Bureau is backed by the most respected members of that community, anyone who is not making a charity of his taxes will assuredly be glad to accept the information and recommendations of the Bureau. The Bureau staff will have public opinion advanced farther in the

end if it persists in leading from the rear. The orders of the day must first be made intelligible to each grade of intellect, and then thoroughly disseminated, that all may be prepared to act in harmony if not with unanimity. A paragraph from the report of the first year's work of the Toronto Bureau of Municipal Research, established in 1914, well illustrates the new art of reporting official acts which such necessary publicity has elicited. In that time the Bureau "issued forty-three Effective Citizen Co-operation Bulletins and three White Papers," the titles of some of these being:—"Fire Prevention, Unemployment, Bond Stories, Work of Bureaus of Municipal Research, Housing, Net Debt and Tax rates, Statistics, and Help-Your-City-Suggestion-Box." Several Bureaus in the United States have from the time of their inception taken leading citizen associations completely into their confidence and kept them regularly posted on the findings of their work together with the remedies to which resort must be made. It invariably holds that an increase of knowledge in any topic means an increase of interest. Accordingly, the Bureau in Milwaukee early "recommended the creation of commissions of representative citizens without regard to political affiliations, to study special problems and to devise and test means of solving them, believing that they could best be solved through the united efforts of interested citizens. The Bureau assisted these commissions to lay out their plans and co-operated with them at every stage of the development of their work." As soon as the work of these commissions became routine operation, they were discontinued and the work transferred to the proper municipal departments. These three methods of stimulating the civic consciousness are sufficient to illustrate the problem and its possible ways of approach.

Once the good-will and attention of the public has been secured, the advantage of every opportunity must be taken not only to give publicity, for good or for ill, to the work of the civic officials and the faithfulness of the representative bodies, but also to enlarge and enrich the conception which the popular mind entertains in respect to the duties and methods of the organization at the City Hall. For this purpose there are no means so effective as exhibits. Graphic representations of the character and statistics of any department, models, demonstrations, and lectures illustrated with moving pictures, will all make for a lasting impression of the conduct of that department and fuller appreciation of its services. It was estimated that 150,000 people attended each of such municipal exhibits held in Cincinnati in 1912 and 1913, and that the cost did not exceed the printing of a 13,000 page report. In fact such exhibits which have been extensively resorted to throughout our neighbor's cities, have begun to influence the presentation of the subject matter of the departmental reports themselves. The most effective to date has been that of Mr. Morris L. Cooke, Director of Public Works, Philadelphia, entitled "Plain Talk" (year ending December 31st, 1914). In place of page after page of absolute statistics without comparative tables, Mr. Cooke has inserted sketches and photographs, anecdotes, condensed statistics, exposures and exhortations, all to the end of making a city report as easily read as there is the necessity that it should be read. "Popularizing administration" has become the need and effort of the day in the democratizing of civic government.

Such exhibits not only serve the Bureau in its campaign to capture the public, but they also place it in a new light to the city employees. The Bureau gives them all credit where credit is due and fair criticism in the right place. Once they see that the Bureau is fully aware of the difficulties they have to meet in carrying out their work, and the handicap of political influence, they are the more ready to discuss ways and means for any necessary revision in the department.

The Bureau may even undertake to train various employees and by so doing eliminate as far as possible that element of incapacity of which no organized system can take the place. The Training School for Public Service, established in 1911 by the Bureau of Municipal Research in New York "to promote the application of scientific principles to government" is now famous throughout the country, and we trust that every effort will be made to further the proposal of the Toronto Bureau to found a similar training school for the municipal field in Canada.

While a Bureau is fostering the growth of the popular mind and may be feeding the local administration with specially trained workers, it must at the same time be breaking new ground. If the 20th century is Canada's century, there is a world to conquer before its close within the boundaries of our Dominion, and that world in our cities alone. Our cities, new and old, must be planned and re-planned, our houses built on model laws, our public health and sanitation well ensured, the play of children and the recreation of the wage-earner provided for, while industrial and social welfare for the Canadian and immigrant alike must receive increasing attention with growth of our economic life. There are agencies which have already taken many of these problems in hand, but a Bureau should feel the responsibility of knowing the conditions within its city's environs wherever the proper authorities have failed to do so, and feel equally the duty of co-operating with any such agency in attacking a particular piece of work. Accordingly the Bureau must make surveys, social, housing, industrial, etc., and whenever possible in co-operation with the city officials who should eventually take over the work that lies within their authority. The findings of such surveys will keep the public mind alert to the larger problems ahead so that consideration for the petty details of current interest will not take up valuable time in the popular forum. Public energy must be conserved and guided towards the broadest channels. In no other way will any social reform be realized, for it requires a successful appeal to the thousands of voters whose thorough understanding of the programme must be obtained before even ratification at the polls proves of any avail.

The problem in many cities will be very similar, and accordingly a Bureau of Municipal Research cannot help but become the local clearing house for the exchange of methods and conclusions with other cities. For the trained investigator does not go far before he acquaints himself with the work that has been done by others in the same field. This the busy city official is not always able to do, with the result that our cities do not keep abreast of one another in the general advance. To provide similar advantages for the smaller towns a provincial Bureau of Municipal Research would be the logical step. Much time and money would thus be saved in a country, where a settlement grows to town in the space of a decade, by coaching the local authorities as their powers and responsibilities grow. The services of an expert can then be placed within the reach and means of the humblest hamlet.

Before concluding we beg to draw attention to the fact that any consideration of the nature of the local government, whether bicameral, commission, or commission-manager, has not been essential to the discussion of the need and place of the expert. We feel, as every one must, that it is the man that makes the government, not the government the man, efficient. Numerous regulations may be enacted but there is nothing in the end so ironclad as the popular will enlightened and determined. We have, therefore, been entirely concerned with the problem of arousing and maintaining the understanding and interest of that ultimate arbiter, the elec-

(Continued on page 55).

## BILINGUALISM IN CANADA---A Parallelism in Norman England

B. THADDEUS.

(Continued from December issue).

The Anglo-Saxon gleeman laid stress on alliteration and accent, but paid little heed to metre as we understand the term to-day; the French Troubadour, on the other hand, had rime and metre without accent. The compromise will be noticeable in Chaucer; he drops alliteration for rime, retains accent, but reduces it to regularity. Thirdly, our literature will be enhanced by the incorporation of what was best in French Letters at that time: lyric poetry, tales and fabliaux, and metrical romances. But excelling all this the Norman Conquest brought about the union of two mighty peoples into a homogeneous entity, the great English nation of to-day and its "Anglo-Saxon" offshoot peoples of the modern world.

### The New Nationhood.

Ethnologically, the blending of these two races in England was a happy one. As a writer says: "In opposition to the sometimes melancholy, generally contemplative and mystic, German nature, the spirit of the Celtic race was, and is, distinguished by light-hearted gayety, by the cultivation of social graces, and by a more impulsive and spirited temper. The mind of the German is deep and profound, the mind of the Frenchman logical and clear. A peculiarly valuable trait of the Celtic race is the nobility and chivalry of spirit which softens by mutual politeness the contrasts of rank, and bridges over by social tact the inequalities of condition. . . ." Moreover, apart from these moral conditions, the Saxon was bound to learn a few practical things from his worldly-wise conquerors, such as new arts, with laws, learning, culture, and a genius for administration through centralization and co-ordination.

For the Feudal System then introduced was a powerful means of unifying the nation, at least for military purposes. The principal lords of the realm had received large grants of land on the express condition that they should maintain a number of fully-equipped fighting men in the King's service. In later times this feudal distribution of estates had greatly increased as the bulk of the nobles followed the king's example and bound their tenants to themselves by a similar process of subinfeudation. Thus was the idea of nationality firmly built up, for after Alfred's time it had sorely languished. The compactness of the new nation is best realized when noble and Saxon of the toil together demanded and obtained from King John the signing of Magna Charta at Runnymede in 1215.

### A Canadian Parallelism.

Out of the Norman Conquest there resulted the fusion of two wide-different peoples into one harmonious whole; and the mentality of the new nation differed as much from the parental sources as chemical compounds from the elements from which they are derived. The modern Englishman is in many respects an improvement on his Saxon progenitor, though he lacks the social dash and that mental vivacity so natural to his French cousin. Less brilliant than the Norman, he is more energetic than the phlegmatic Saxon. In the common things of everyday life, he is practical, bothering little about philosophic theory and speculation. In matters of government, he does not believe in monthly revolutions; he is a stabilizing force in European politics to-day. But is the transformation of races a law of nature? If the French and the Saxon of the eleventh century developed a superior nationality, will not the same thing occur at some future date here in Canada where the same identical elements are living side by side in close relationship? "Tis a consummation devoutly to be wished."

In answer, we would say that while conditions in Canada are not strictly identical with those which brought about

the blending of the two races in England, in the eleventh century, and while a complete fusion of the contending elements will hardly ever become a reality, nor one to be desired, there is much room for a more cordial feeling between the races of French and Anglo-Saxon origins in this country. Through mutual concession and a compromise let us hope that at no distant date a *modus vivendi* satisfactory to all will be forthcoming. But whatever the solution may be, there can hardly be any concession in matters of language or religion. The use of both official languages will have to be guaranteed as in the past. And why so? Because each language is practically a perfect medium of communication; each is independent of the other. That formative period is long passed when these two languages in France or in England were each in a state of unstable equilibrium and each was busy exchanging materials to suit its own needs. Then it was that the master spirits of the age "balanced over the chaos of language, were culling, arranging, and moulding for all time the elements at their command, and pointing out the direction in which they were to germinate and develop while they were a thing of life." (Azarias' *Philosophy and Literature*).

1. Also, it must be noted, that whereas fusion in England in 1066 between the invaders and invaded was helped by each professing the same faith, there is an obstacle to-day to a like perfect blending owing to diverse religious origins of the main partners of the Dominion. But this stumbling-block to unity of nationhood is only more apparent than real.

2. Rather it should be a source of strength in providing a unity in variety which is all the stronger because of its clash of strong sentiments, on points of morality and solid justice, for which there will result good and wholesome laws combining the joint wisdom of the two great forbears that have begotten us.

### Brotherhood and Forbearance.

3. But one thing is certain, a tolerant spirit in matters pertaining to personal religious belief will have to replace the rampant bigotry which breaks out at stated periods, especially from the non-French section; it is a morbid condition which will never make for unity in the nation. Real brotherhood will have to be developed along social and intellectual lines. When the English-speaking Canadian shall have realized what wealth of lore lies hidden in French and French-Canadian literature; when he will have studied the qualities of mind and heart of his French-Canadian neighbor with the sympathetic spirit of a Drummond, or a Moore, he will be more lenient and forgiving and less given to criticize the good intentions of the average French-Canadian. Of course, this spirit of goodfellowship will have to be mutual. The English-speaking Canadian has his qualities also, and they are many. No one denies this. The trouble is all of us are too often prone to note rather our neighbor's shortcomings than his virtues; many of us seem built that way. But knowing wherein we are at fault, it should not be difficult to apply an efficacious remedy. And one very good remedy is the study of both of our official languages together with their literatures and the consequent study of the underlying ideals that have created two of the noblest nations of the world. Such a course makes for efficiency and culture, and is an aim worthy of our best efforts.

In concluding his lecture, Dr. Atherton paid a glowing tribute to the sterling worth of the French-Canadian. In substance, he said: "We sometimes hear people say that homogeneity would be a Godsend to our fair Dominion, as it would end for ever our bickerings and our racial strifes.

**BILINGUALISM IN CANADA—Continued.**

Well, should that day come when our French-Canadian brethren would lose their identity, the Canadian nation at large would be the loser. With his intense attachment to religion, his worship of ancestry, and his respectful submission to lawful authority, the French-Canadian is a stabilizing force for good in our commonwealth." Speaking for himself as an Englishman born and bred in England, the lecturer was of the opinion that Canada with its asperity as a new country in the making and with its extremes of climate would be a poor place to live in unless we had in our midst the gay, law-abiding, cultured, bilinguist and God-fearing French-Canadian, who by his picturesque and historic past as a pioneer of the new world, has contributed to the foundation of all that is romantic in the story and progress of this wonderful Canada of to-day—and to-morrow.

**MONTREAL LIGHT, HEAT & POWER COMPANY.**

The following extracts taken from the annual report of the Montreal Light, Heat & Power Company is indicative of the steady progress made by this well managed public utility. With a capital of \$64,475,500, the result of operations for the twelve months ended December 31st, 1920, was as follows:

Gross Revenue . . . . .	\$12,748,409.77
Expenses and Taxes . . . . .	\$6,810,286.82
Depreciation and Renewal Reserve . . . . .	1,055,166.52
	7,865,543.34
Net Revenue . . . . .	\$ 4 882,956.43
Fixed Charges . . . . .	1,578,449.86
Net Income . . . . .	\$ 3,804,506.57
Dividends Paid . . . . .	\$2,683,443.34
Dividends Accrued (not declared)	537,295.83
	3,220,739.17
Surplus . . . . .	\$ 583,767.40
Less appropriated for Pensions . . . . .	20,000.00
Transferred to General Surplus, subject to Income Tax . . . . .	\$ 563,767.40

The costs for equipment, supplies and labor show further marked advances for the year, and the ratio of expenses to earnings have been adversely affected. This results from "restricted rates and unrestricted costs" to which public utility companies are peculiarly subject, and in the case of the company reflects, amongst other things, abnormal costs for Municipal, Provincial and Federal taxes, which are become increasingly onerous and burdensome for its consumers.

This condition is emphasized in the operation of the Gas Department, where, notwithstanding increased rates accorded in August last by the Quebec Public Service Commission upon application of the company, the revenues are still insufficient to adequately meet the expenses of the department, disregarding interest on the millions of money to both consumers and shareholders that unless this condition rights itself in the near future, it may be necessary to further increase gas rates, as has already been done to a marked degree (and in some cases repeatedly) by practically all other gas undertakings throughout Canada and the United States.

Meantime the company enjoys an unrivalled position for minimum rates in respect of both gas and electricity through-

out the Continent of America—the more remarkable when it is considered that we are farther afield than others from the source of our raw materials in the United States, involving relatively heavy and constantly increasing transportation costs also the payment of customs duties and adverse exchange on Canadian currency, to which, of course, similar United States companies are not subject; exchange alone amounted to \$273,180.30 for the year.

The policy of the directors in this respect has continued on lines that are recognized as sound and reasonable and in the interests of both shareholders and consumers. The appropriation for the year, amounting to \$1,055,166.52, has been credited to Depreciation Account, and an amount of \$1,219,674.45 has been charged to the account to take care of depreciated and discarded plant of our various subsidiary companies, as represented by the securities that we hold in these corporations.

This and other reserves are invested in productive plant, thus being employed as capital on which no dividends or interest charges have to be paid.

During the year regular quarterly dividends have been declared and paid on the stock of the company at the rate of 5 per cent per annum.

There was redeemed during the year for sinking fund purposes in accordance with the mortgages securing the respective issues \$56,000.00 of mortgage debt, as constituted by \$33,000.00 of The Montreal Light, Heat & Power Company's Lachine Division Sinking Fund Bonds and \$23,000.00 of Provincial Light, Heat & Power Company Sinking Fund Bonds.

**NATURAL RESOURCES OF NOVA SCOTIA.**

A 70-page booklet entitled "Natural Resources of Nova Scotia," with 16 illustrations and a map has just been issued by the Natural Resources Intelligence Branch of the Department of the Interior, Ottawa. This is the latest of a series dealing with various sections of the Dominion, the booklets previously issued having dealt with New Brunswick, the Peace River, New Manitoba, Saskatchewan, etc.

The opening paragraph of Nova Scotia clearly indicates the object of the series when it says: "The facts in this booklet are compiled for the use of the home-seeker, merchant, manufacturer, capitalist and visitor. They purpose to be up-to-date, authoritative, concise." Each booklet forms a basis of standard official information and is revised as each edition is exhausted.

In the booklet now before us a welcome absence of verbiage allows space for valuable specific facts. Thus there is a list of products re-shipped from Halifax which could easily be manufactured in Canada; a special section on West Indian and British Guiana trade, details about oil-shales, coal, limestone and iron, aeronautics, merchant marine, clays, salt, land prices and wages — all subjects of present interest. Statistics are made palatable by an interesting style and suggestive touches.

Nova Scotia is crossing the threshold to great activities, and both to the many native born who left the land in the last generation and to the many about to sail from overseas the booklet will be a reminder that the chances in Nova Scotia now seem as bright as is its summer beauty.

The "Natural Resources of Nova Scotia" will be sent free by mail on application to

The Superintendent,  
Natural Resources Intelligence Branch,  
Department of the Interior, Ottawa.

## MUNICIPAL ACCOUNTING

(E. T. SAMPSON, City Treasurer of Outremont. Member  
of Institute of Municipal Treasurers, Eng.)

All the principles and practice of good bookkeeping and accounting apply with equal, if not with more force to municipal than they do to commercial matters.

There is no reason whatever why Municipal Accounts and Financial Statements should not be models of excellence in this science. Indeed, on account of the fiduciary nature of municipal administration, it should be considered incumbent upon the municipal officials entrusted with this work to render such complete and comprehensive statements that any persons of average intelligence may be able, if he so choose, to ascertain all facts and figures of the said administration, to which he may be reasonably entitled to know.

The outstanding important features of Municipal Accounts are:

Preparation of budget for both capital and administration purposes.

Adoption of revenue system for recording operation of administration.

Separation of revenue accounts of trading or semi-trading undertakings.

Periodic reporting during financial year of expenditures incurred and comparison with amounts budgeted.

Preservation of historical record of all capital expenditures, keeping record of capital expenditure made during year in separate column.

Preparation of balance sheet in sections on double account principles.

Assembling of balance sheets of different funds into aggregate balance sheet.

Sinking fund or redemption fund, kept in separate books or accounts showing:—

1. Maintenance of sinking fund register.
2. Maintenance of sinking fund operating revenue account.
3. Maintenance of investment account.
4. Maintenance of balance sheet.

Preparation of annual financial statement embodying above features and amplified with details.

The revenue or administration account of a municipality corresponds with the manufacturing, trading and profit and loss and appropriation accounts of a commercial undertaking, with perhaps two great differences, viz:

1. The revenues are based on the requirements of the expenditures (tax rates, etc.).
2. The fixed charges for loans include also amounts to amortise all the municipal indebtedness whereas a company does not redeem its ordinary share capital.

Although many municipalities have not yet adopted the complete revenue or commercial system of accounting, it is now a generally accepted principle of proper municipal accounting.

The weaknesses of the alternative system of recording cash transactions only, are apparent, such as:

1. Cash record only does not reveal true financial position. (Transactions relating to year preceeding are often included, while unpaid commitments of current year are excluded). Tax arrears collected are shown as receipts and not as a reduction of "sundry debtors' accounts."

2. Confusion between capital and revenue items often arise when cash is the record basis.

The divisions of the municipal revenue account is a source of continual discussion and controversy. It is here that the great opportunity for uniformity in municipal accounting can be effected. Under main headings and broad sub-headings only, should this uniformity be attempted. Scope should be left to the individual municipality to enlarge upon these broad divisions in order to meet all its particular and peculiar requirements.

To illustrate my meaning I will refer to revenue account of accompanying financial statement.

The preparation of budgets of estimated expenditure should be undertaken in a scientific manner. The estimate schedules should conform to the nomenclature of the revenue and capital accounts of the municipality so that comparison during the year will be only a matter of routine.

In large municipalities the operation of cost accounts renders the budgetting much more precise.

The division of the budget will conform to the divisions of committee control of the administration, as well as that of the revenue accounts. For the most part these two classes of division will synchronise.

The revenue account of remunerative undertakings for public utilities should be clearly stated and divided into logical sections following in sequence, where possible, leading up to appropriation of available balance or assumption of final deficit.

Standard forms of operation, revenue, appropriation, capital accounts and balance sheet for publicly and privately owned utilities are much to be desired. Useful comparisons could then be made and a most effective control would be at the disposition of public utility commissioners upon the operation and earnings of all public utilities; while valuable data would be afforded for effecting reliable comparisons between these undertakings. Much progress upon these lines has already been made in Great Britain where the forms of accounts of railways, electric lighting and other public utilities are prescribed by statute. It is there obligatory to maintain the statement of capital expenditure separate and distinct from current assets and reserves. This is generally shown in the final accounts by preparing the balance sheet in sections (double account system).

Below is a pro-forma example of a budget section:

### General Municipal Bookkeeping.

(From first entries to Trial Balance).

With the actual operation of systems of municipal bookkeeping, like other systems, much scope is left to the individual discretion of the official in charge.

The original authorization of charges will be:—

1. Minutes of the council and of its committees;
2. Orders of a court of law;
3. Bond and mortgage registers;
4. Cash books;
5. Assessment and tax collection rolls;
6. Sundry correspondence files;
7. Sundry titles, contracts, leases, etc.

### Account Books.

System of loose leaf account books are often applied, with great advantage, particularly to:

- Tax rolls and registers;
- Voucher registers;
- General and subsidiary ledgers;



## MUNICIPAL GOVERNMENT AND THE EXPERT

(Continued from page 51).

torate, fully appreciating, to use the words of President Lowell of Harvard University, that "democracies may be honest, they may be noble, but they cannot be efficient without experts; and without efficiency, nothing in this world can endure." We have tried to emphasize the absolute necessity of leaving the expert in a position where he can be not only impartial but above suspicion, for otherwise his opinion is invalidated. And we have tried to maintain that whereas ostensibly the city-manager plan places a trained administrator in a position of authority, responsibility, and accountability for the economical conduct of the city depart-

ments, yet this does not necessarily solve the problem of good self-government. For this problem we have endeavored to see a solution in the functions of the Bureau of Municipal Research, such functions being executed by a staff of reliable experts. Although city manager Waite, of Dayton, O., declares that for his administration the Dayton Bureau of Municipal Research "is not essential, but yet important," we must not fail to recall his former remarks in the 'National Municipal Review' for January, 1915. In his treatise of that issue on 'The City-Manager Plan,' he said in part that 'before changes of government are inaugurated a Bureau of Municipal Research investigation, or something similar, should be made.' He pointed out that the Bureau could make use of such information obtained as means of instructing the people that a change is necessary; that even after the change has been made the people cannot expect the fullest support and help from their representatives without the presence of some such impartial body with its expert advice to make the new government effectual; that the information and statistics which the Bureau has compiled are the only figures by which comparison can be made between the new government and the old. Thus, it is evident that in the Commission-Manager Plan, made famous by its success at Dayton, the child has taken the glory from its parent, the Bureau of Municipal Research. In spite of the modesty of the experts in the background, we must give them the credit for offering such a successful solution for the chaos in Dayton's City Hall, caused by the inability of the City Fathers to cope with the situation following the flood of March, 1913.

## MUNICIPAL ACCOUNTING.—Continued.

## Expenditure Account Books.

**Account Minute Book:** Recording lists of all accounts submitted and approved by finance committee, and duly signed by chairman.

**Voucher Register:—**

**Revenue Section:** in tabular form with columns for all details that are required for published accounts.

**Capital Section:** in multi-columnar form capable of recording all classes of capital expenditure.

## DETAIL COST LEDGER:

For analyzed accounts (providing details as required by engineers and the other departmental chiefs) of revenue and capital expenditure.

(Parallel columns of estimated expenditure are often included and afford valuable safeguards against overspending).

## Income Account Books.

Assessment rolls;

Tax collected rolls (general and special);

These rolls on loose leaf system are profitably amalgamated.

Local improvement registers;

Rent, etc., rolls;

Register of miscellaneous fixed revenue.

## GENERAL LEDGER:

Arranged (in one or several volumes) according to order of accounts to be found in published financial statement.

## JOURNAL:

For correcting, adjusting and closing entries.

## Classification of Accounts.

The nomenclature of the accounts, as well as of the groups of accounts, will vary with the requirements of the municipality. Two broad divisions however, as in commercial accounts will exist:—

Personal and impersonal.

Many of the groups in both these divisions are (in the case of large municipalities) relegated to subsidiary ledgers, with control accounts in the general ledger.

It is perhaps in the impersonal section that the difference between the municipal and the commercial accounting is mostly noted.

The profit and loss or revenue section resembles the private ledger in commercial accounting.

Groups of suspense and reserve accounts are particularly in evidence on account of much expenditure being spread over short terms of years and of provision often being made in anticipation of expenditures to be made.

(To be continued).

The resemblance of Canadian municipal problems to those of the United States has so far prompted the citation of American experience. But we must not forget that in English local government we may see an ideal, joint lay and expert control of civic affairs. For back of the City Council and its Committees is a permanent trained official in the Town Clerk. The Committees depend upon him almost entirely for advice, yet assume full responsibility, as well as all credit or blame, for their decisions. Thus, the expert need never come into the public eye, in spite of the fact that he carries the town's business on his shoulders; and public opinion is so lively and insistent that the Aldermen never lack for sufficient assurance of their accountability to the people.

This must be our ideal in Canada. Immediate realization is impossible. But yet, after first surmounting the bigotry of some of our democratic sentiments, our supreme duty remains of taking every step that leads to that realization. In this pursuit we must not be above consulting an expert in municipal problems, an expert who appreciates that complex human forces cannot be reduced to a mechanical system but must be directed with patience and sympathy day in and day out before our democratic ideals shall have become "current coin." Of such a spirit and understanding are the members of Bureaus of Municipal Research, and we are persuaded that any Canadian city that invests in such a Bureau will not only be in a position to take its City Hall to account, if necessary, and to safeguard its administration in a great measure against contingencies of the immediate future, but will also have enlarged the opportunity for its inhabitants to think and act politically so that in the far future the community's business shall actually be the business of everyone in the community. Indeed, that distant day may see the people so appreciative of the problems of municipal government that they shall demand and trust an expert city-manager responsible to their representative Commission. For the present some such competent agency as the Bureau of Municipal Research must make straight and smooth the road to this ideal for the popular mind is ever prone to travel along the line of least resistance.

## THE EVOLUTION OF THE ROAD IN ENGLAND.

(Continued from page 44).

a means of conveyance, did not become usual much, if at all, before the Civil War. Therefore if the roads were bad, and they were probably very bad, for they were only constructed for horse, not for wheeled traffic, it was of importance to get the liability settled. After making every allowance, the roads must, in the seventeenth century, have been in a dreadful state. It was part of the duty of the constables in each parish, if the roads were bad and needed repair, to make a presentment to Quarter Sessions as to the bad state of the roads, so that the parish might be ordered by the Court to put the road into repair, and if it failed to do so the parish was fined.

### Road Transit in the Eighteenth Century.

What the state of the roads at the beginning of the eighteenth century was will be seen from the following account: "In December, 1703, Charles, King of Spain, slept at Petworth on his way from Portsmouth to Windsor, and Prince George of Denmark went to meet him there." One of the attendants writes:—

"We set out at six o'clock in the morning to go for Petworth, and did not get out of the Coaches (save only when we were overturned or stuck fast in the mire) till we arrived at our journey's end. 'Twas hard service for the Prince to sit fourteen hours in the Coach that day without eating anything, and passing through the worst ways that I ever saw in my life. We were thrown but once indeed in going, but both our Coach, which was the leading one, and his Highness's body coach would have suffered very often if the nimble Boors of Sussex had not frequently poised it or supported it with their shoulders from Godalming almost to Petworth, and the nearer we approached the Duke's house the more inaccessible it seemed to be. The last nine miles of the way cost us six hours' time to conquer them, and, indeed, we had never done it if our good master had not several times lent us a pair of horses out of his own coach, whereby we were enabled to trace out the way for him. They made us believe that the several grounds we crossed, and his Grace's park, would alleviate the fatigue, but I protest I could hardly perceive any difference between them and the common roads." ("Archæologia," vol. I., chap. xx., p. 461.)

Numberless other instances might be given showing to what a state the roads of the country had fallen into, and the necessity imposed on Parliament for taking some vigorous steps to improve the roads. In effect this was done by going back to the old Roman idea that "through" roads carrying through-traffic should be made a national charge, and only local roads dealing with local traffic should be left locally repaired. Great help towards carrying out this idea had been given by a man named John Ogilby (1600-1676).

### Ogilby's Survey.

Ogilby divides up all the principal roads of England and Wales into four classes, under the distinction and order following:—

- (1) Independent and dependent direct roads.
- (2) Principal and accidental cross-roads.

The first division contained fourteen roads.

The second class, the "dependent direct routes," Ogilby defines as such roads "as at several distances branch out of the former independent roads." He makes seventeen of these.

We then come to the cross-roads, the third class, consisting of "those independent cross-roads which start from some point on one of the principal roads and go direct to a point on another main road." Of these Ogilby makes thirty-one.

The fourth class of roads are "all accidental cross-roads—that is, such roads as are not in a direct line, but comprise either two or three horizontal bearings." Of these there are ten.

## The Turnpikes.

Speaking generally, all the roads mentioned in Ogilby's list during the eighteenth century became turnpike roads, so that list gives a good idea of the class of roads that were kept in repair by the users of the roads. Other less important roads were maintained by the parishes through which they passed. The change made by turnpikes marks a very important point in the history of the roads. It recognizes the change required by the use of wheeled conveyances instead of horse conveyance, and provides that those who made the change necessary should contribute not merely to the maintenance of the road, but also to its improvement. The Turnpike Trustees not only kept the roads in repair by means of the tolls, but also, by lowering hills, straightening roads, cutting off corners, and widening roads, greatly improved the means of transport from one part of the county to another. In fact, it was the cost of the improvements that practically, in the last half of the nineteenth century, caused the Turnpike Trustees in most cases to be heavily in debt, and some means had to be taken to make other provision for maintaining the roads.

In 1862 an Act (25 and 26 Vict. c. 61) was passed that formed parishes into districts for the management and repair of district roads, and created highway boards for the control of the highway districts. By the Highway and Locomotive Act, 1878, the cost of the maintenance of the roads having greatly increased, and the Turnpike Trusts being nearly bankrupt, Parliament abolished all turnpikes, and handed the roads over to Quarter Sessions, empowering them to levy rates on the whole county for the maintenance and repair of the roads, supplementing the cost of the repair of the main roads by a grant out of the Exchequer, so that all the main roads were maintained by two funds, local and Imperial. When the Local Government Act was passed in 1888, and country councils set up, the management of the main roads was transferred from Quarter Sessions to the county councils, and the roads are still maintained by a fund derived partly from rates and partly by grants from the Imperial Exchequer.

## A WELL KNOWN ENGINEERING FIRM.

For several years Mr. Frank Barber and Mr. R. O. Wynne-Roberts, both corporate members of the Engineering Institute of Canada as well as numerous other similar institutions, have been affiliated in their engineering work.

Mr. Barber, engineer for numerous municipalities, has constructed over two hundred bridges in Canada, specializing in concrete bridges. The Ashburnham Bridge, Peterboro, Ont., now being completed, has a span for the centre arch of 235 ft., which exceeds anything of its nature in Canada.

Mr. Wynne-Roberts has specialized in municipal engineering, having held appointments as city engineer and consulting engineer to many councils and governments in the British Isles, South Africa and for the past eleven years in Canada. He has had over thirty-five years experience in this line, and has had charge of works costing as much as \$8,500,000. Mr. Wynne-Roberts is the sewer and waterworks specialist of the firm.

Mr. Horace L. Seymour has recently joined these prominent engineers to form the firm of Barber, Wynne-Roberts and Seymour, municipal engineering and development experts. Mr. Seymour specializes in Town Planning including Zoning and Housing, planning and re-planning of sub-divisions, general municipal surveys and development. He was assistant to Mr. Thomas Adams, Federal Town Planning Adviser, for several year just recently severing his connection to engage in private practice.

## ASSESSMENT AND TAXATION PROBLEMS

J. G. FARMER

(Continued from January issue).

In the event of the appellant being successful in obtaining a drastic reduction in his assessment, the Court of Revision should then immediately exercise its beforementioned duty of making all the assessments fair and equitable by reducing all other assessments in proportion, thus ensuring equitable taxation.

It should not be impossible, in the circumstances, to obtain a judgment quickly enough to adopt this course, but in the event of the Judge deferring judgment until after the 28th. February the assessment roll would have to be completed and authenticated subject to the result of pending appeals, and the Court of Revision would be obliged to postpone its equalization until the following year.

We now come to the question of taxation, and in this regard it would be a bold man who would undertake to point out the panacea for the various troubles of the different classes of municipalities.

The taxation allowed under the "Municipal Act" may be classed under the following heads: Special rates on land and improvements to provide sinking funds and interest on bonded indebtedness. General rate on land and improvements for revenue purposes (limited to 20 mills on the dollar). License fees.

In regard to the first named, a sufficient rate may be struck to provide the necessary sinking fund and interest, and, as far as the Council is concerned, the problem of paying is determined by the percentage of taxes paid. Insofar as they remain unpaid, the sinking fund and interest, if duly provided for, become a charge upon revenue for the time being.

The other two are with most municipalities the only sources of revenue, and for a number of years it has been a grim struggle in face of the indifferent collections of taxes, the falling assessment, and the increased cost of every public service, to obtain sufficient revenue to carry on such services while at the same time, (taking into account the necessarily increased rate to provide sinking funds and interest), keeping the total rate of taxation at a reasonable figure.

Should the assessed valuation be much reduced the difficulty will be increased incalculably.

It may be said that a reduction in assessment, with a proportionate increase in the tax rate, will amount to the same thing; but with the rate for revenue purposes limited to 20 mills on the dollars I fear that many municipalities will, in the event of any reduction in assessment, have considerable difficulty in paying their way out of the present limited sources of revenue.

To my mind, the Government must be asked to remove altogether or considerably raise the 20 mill limit to the general taxation. It must also be requested to grant the municipalities other sources of revenue, by which I do not refer to the turning over of auto license fees, assessment tax, poll tax, etc., these being but a drop in the bucket, but a new basis of taxation.

The taxation problems of the City of Vancouver, although that city operates under a special charter, are no doubt typical of those of most of the larger cities of the Province, and these have been so ably set out in a series of articles written by our solicitor, Mr. F. A. McDiarmid, that with his permission I propose to quote some passages from them.

In the first place I entirely agree with his argument that "city" is not merely a corporate entity, worth just the assessed value of its land and improvements, but that in estimating its wealth you must add to the value of the land the values inherent to its business activities, its factories and other industries, its workers, its shops, of stores, goods, and merchandise, its health and its people—in short, its busy industrial and commercial life.

Dealing with the City of Vancouver, Mr. McDiarmid writes:—

"Vancouver has come to the place now where any increase of the population is a positive danger to the ratepayers. After struggling along with their office buildings, stores, apartment houses and residences all during the war, with rents nowhere certainly not sufficient to pay the taxes, with its men away to war, in 1919 there came an increase in the population of approximately 20,000 people. The results were immediately apparent. The offices, stores, apartments and residences filled up. Rents soared. The landlords ask and obtain good, and in some cases high rents. They say they have a lot to make up. Residences commenced to sell.

Not, indeed, at boom prices, but at some prices, enough to let some land owners unload. (Note: The city don't care whether John Jones or John Smith owns the land. It's on the assessment roll whoever the owner).

No rents are as high as anyone dare put them with the high cost of living; that can only go so high before the tenant must leave.

Now let us say that 25,000 additional people come here in the next year, which would mean 5,000 families. They must be housed. Vancouver has no more housing accommodation; 5,000 houses must be built. The land is already assessed at full boom prices. Nothing can be added to that, but there will be added 5,000 buildings at, say, \$4,000 each. Place that on the assessment roll and you have \$20,000,000 assessment, and at 24 mills you have \$48,000 additional taxation.

What is on the other side of the ledger? Five thousand families will mean 10,000 children of school age. Each child costs \$100 per year. The first item is \$1,000,000 extra expense. Add to this—extra lighting, extra streets, improvements, extra garbage collection, extra health precautions.

Is it not an intolerable state of affairs that what is needed and wanted in the worst way, more population, is the very thing which the city corporation cannot financially stand?

Our schools are crowded unbearably, our hospital accommodation is exactly what Dr. McEachern says it is. Our residences are crowded. Our office buildings are crowded. Our apartment houses are crowded. Our rents are the highest obtainable, and a new population of 25,000 people will break the city. Why? Because the taxation is on the wrong shoulders.

Who benefits by the increase of population? Not the land owner, whether he resides in his own house or not. Not the office building owner, or the apartment house owner. He couldn't in his conscience ask much more rent. The people who benefit are the business men, wholesale and retail merchants, the lumbermen, the fisheries, the thousand and one industries that make this city of Vancouver—so distinguished from the city corporation—so prosperous and well to do. But these bear no part of the city burden. They pay to the provincial government, who use the money as their public accounts shows. But all Vancouver corporation gets out of it is \$209,000, the government school grant.

Add to the municipal assessment roll a fair, well thought out assessment on the business interests and then watch an increase of 25,000 population literally pull the city out of the hole. They will be then to the city corporation precisely and exactly what they will be in any case to the business and industrial life of the city."

This situation in regard to Vancouver as outlined by Mr. McDiarmid is common in varying degrees to most of the cities of the Province to-day. The business men, wholesale and retail merchants, and the many industries that go to make up a city could not carry on without the services of the municipal corporation in the way of road making and paving, street lighting, policing, fire protection, and in numerous other directions. Why then should not these interests be subject to assessment and taxation?

The same argument, of course, applies to suburban municipalities insofar as they are centres of industry or business, but the position of purely rural or residential municipalities is different. Most of them necessarily rely almost entirely on a tax upon land for their revenue, and it is in their behalf that the limit on the tax rate should be removed or raised. The revenue of some of these municipalities might be slightly increased by a tax on improvements, but in most cases the income from a levy on 50 per cent. of the assessed value of improvements would be so small as to be almost negligible.

In many municipalities of all classes there is one form of drain upon revenue which should, in my opinion, be eliminated. I refer to the supplying of necessities at less than cost, whether water, electric light, heat, or power, transportation, or any other service where a charge is made for a commodity supplied.

No public utility corporation, outside of a municipal corporation, is prepared to supply its commodity to-day at the prices prevailing in years gone by, and we as members of a municipal corporation or as individuals do not expect them to do so—neither do the general public. Why then should a

(Continued on page 59).

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## ASSESSMENT AND TAXATION PROBLEMS.

(Continued from page 57).

municipal corporation operating a public utility be expected to give service at less than cost?

I know the argument that service at cost would militate against the outside scattered municipality owing to the increased cost of service over a scattered area as compared with a compact city such as this city of Nelson, and that prospective residents would be scared away by the high charges for water, light, etc.

I venture to say that in most cases the saving in rent or taxes would, as between the city and the suburbs, be far more than sufficient to offset these extra charges, and in any event surely anything in the shape of a necessity must at least be worth its cost.

There is one more point on which I would like to touch, and that is the question of placing these problems squarely on the ratepayers with a view to creating a body of opinion which will back the Union in its effort to obtain assistance from the Government. It is a well known fact that as the cost of other commodities rises the value of land falls. Thus the municipal corporation in a period of high costs is doubly handicapped by a falling revenue owing to loss of assessable values. Should the Council meet this state of affairs by raising the rate of taxation, and thus make its taxes meet the increased cost of services, a large proportion of ratepayers immediately begin to protest.

It is this psychological peculiarity that has to be met. It should be clear to the average mind that the increased cost of everything has proportionately increased the cost of public services, and that if these services are required they must be paid for as part of the cost of living. It should not be difficult to make this clear to the ratepayers.

There is, of course, a limit to the taxpayer's burden, and, while maintaining thoroughly all the services at present existing, the utmost care should be exercised in seeing that every dollar of expenditure brings a dollars' worth of value.

In the industrial centres the present taxpayers should be relieved of part of the burden by an assessment on industrial and commercial interests, for whose benefit a great deal of the heavy expenditure on paved streets, street lighting, police, fire protection, etc., are made.

We are undoubtedly in a period of high taxation, federal, provincial, and municipal. Loan rates must go to high millage in view of the fall in assessments. The school rates must also advance sharply with the present influx of population. It is obvious, therefore, that if our tax rate for revenue

## SNOW REMOVAL IN CITIES.

The importance of keeping at least the main municipal arteries of travel free from snow is growing rapidly as a result of the increasing use of the motor vehicle for municipal and business purposes. The solution of the snow removal problem in cities is, therefore, of prime importance. In order to make available to municipal officials complete and up-to-date information about snow removal methods in cities on this continent, the kind of apparatus now used and the suggestions and opinions of experts and others who have studied the subject, the New York State Bureau of Municipal Information has sought reports from American cities and has summarized all printed material it has been able to find on the subject.

The heavy investments in motor trucks for cartage and transportation, the motorizing of municipal police, fire and public works equipment and the increasing use of pleasure cars during the winter, make the use of motor vehicles the entire year a matter of municipal concern. Already many city administrations have recognized this changed condition, and it is the general belief that within a very short time all municipalities will appreciate the need of snow removal, and act accordingly. In a recent article Harry R. Hayes, former Commissioner of Public Works of Utica, says: "To-day any slight street congestion caused by snow conditions not only retards transportation in the commercial and manufacturing fields but also seriously affects the efficient operation of motorized fire equipment and disrupts the important work of garbage and refuse collection and removal. There is need for extended snow removal work to afford parking spaces for passenger vehicles. The business men in the store districts

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show a strong desire to have the streets kept cleared of snow for business reasons. They realize the necessity more each year for clean and uncongested streets both in summer and winter. It is also generally recognized that the more work that is directed on snow removal, the less ice there will be to remove, and the less amount of street cleaning there will be to do in the spring." It will also affect the cost of fire fighting and garbage and ash collection.

#### Methods of Attack.

There are three distinct methods of attacking the problem:

- (1) Clearing streets for traffic.
- (2) Snow removal.
- (3) Snow fighting.

Reports from New York State cities show that in the smaller communities and even in some of the large ones, the snow is either packed down or cleared to one part of the roadway. If this accumulation becomes too great, a part or all of it is carted away. In some cities all of the snow is removed in the congested district and the streets in the residential districts are simply cleared for traffic.

Until recent years it was the custom in all cities to wait until the storm ceased before beginning snow removal. Several cities now recognize the efficacy of beginning work while the snow is falling. These cities have a snow alarm which sounds whenever indications point to a heavy fall of snow or when a certain amount has fallen.

Efficient snow fighting methods involve three things:

- (1) Preparedness.
- (2) Organization.
- (3) Equipment.

It is generally agreed that a city which removes snow in at least its main arteries of travel, should start work before the snow becomes too deep. When the snow fall is allowed to accumulate or to freeze, the problem becomes serious.

All who have been interested in the subject emphasize the importance of preparedness and thorough organization. It will be noted in the reports that some of the cities have very

The consensus of opinion is that wherever possible effective machinery should be used and thereby reduce to a minimum dependence on labor. It is pointed out, however, that comprehensive organizations.

care should be exercised in investments for equipment, as machinery used exclusively for snow fighting is idle so much of that time that every effort should be made to use such available apparatus that the city has and that can be temporarily converted into use for snow fighting. In the spring, summer and fall this apparatus can be used for other municipal service.

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Great Britain is not only taking care of her domestic demands, but is exporting her products to other countries.

The firm of L. B. Holliday and Company, of Huddersfield, is an English firm which is doing its part in this direction. It has a Canadian branch at 27 St. Sacramento Street, Montreal, where stocks are carried for the paper, textile and other trades.

The sole proprietor of the firm is Major L. B. Holliday, who was the last of the Holliday family to have any connection with the famous firm of Read, Holliday & Sons, Limited, a business which has now been converted into the great state-aided dye combine in England.

Major Holliday proceeded to France at the outbreak of the war and served with distinction until August, 1915, when he was recalled to commence the manufacture of lyddite by an entirely new process, under direct contract with the Ministry of Munitions.

The first sod of a new factory at Deighton, Huddersfield, was turned in September, 1915, and by February 1st, of the following year, gave the first delivery of lyddite. After the serious explosions which took place in lyddite plants in the vicinity of Huddersfield, L. B. Holliday and Company were the only firm with the facilities to make up for the loss so sustained and by increasing their plant were by February, 1917, the largest makers of lyddite in England, delivering during the war the splendid total of eight thousand tons. At the end of the year the company turned their attention to the manufacture of dye stuffs, for which work Major Holliday had particular qualifications. The strides made in this direction are little short of marvellous and to-day the works are producing one hundred and fifty tons of synthetic dyes per week.

Their range of colors includes most of the so-called superior German types. In the course of the next twelve months the company will be able to guarantee Canadian consumers a complete range of colors comparable in every way with those turned out by German makers in pre-war days.

Particular attention and careful study has been given to the production of suitable dyes for the various trade and the firm are now maintaining large stocks of these products in Montreal.

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The branch is under the management of Mr. H. Brook, Canadian manager. It is he who has charge of the laboratory, and Mr. T. Rushforth, chief Canadian salesman with headquarters in Toronto.

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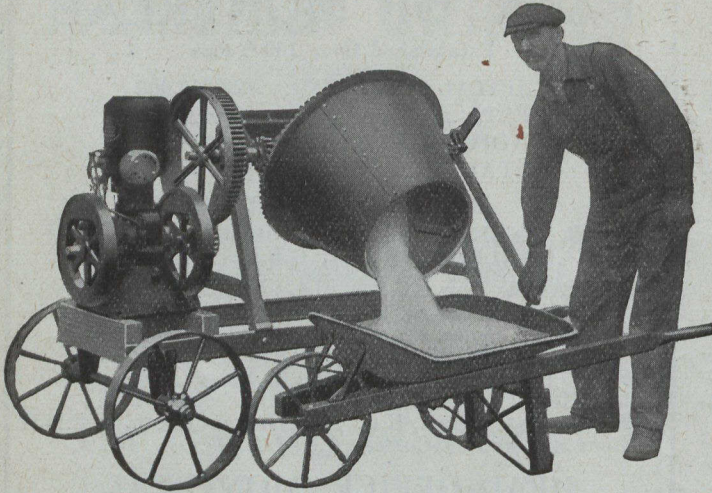
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### TRAMWAY CAR OR MOTOR OMNIBUS?

A report to the Town Council of Edinburgh (Scotland), has been prepared by Mr. Pilcher, the manager of the Edinburgh Tramways, on the question of whether electric tramway cars or motor-buses are the better for municipal purposes. Mr. Pilcher points out that the limited seating capacity is its greatest handicap, and that the electric car can be made much larger without materially increasing the working costs. He mentions that a London authority puts the passenger-carrying capacity of the car at 12,500 per hour, and of the motor-bus at 7,000 per hour. For main lines, where the passenger service is assured and dense, it therefore appears that the electric car will be used, and that on suburban routes, and where the traffic is not fully developed, the motor-bus will be favored. The corporation policy is in conformity with these views.—The Surveyor.

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### CANADIAN MUNICIPAL JOURNAL

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### J. H. SINCLAIR, ENGINEER, SECURES IMPORTANT POSITION.

Mr. J. H. Sinclair, who recently resigned from the staff of Gorman, Clancey & Grindley, of Calgary, who are large dealers in Contractors' and Mining Machinery, has secured position with the London Concrete Machinery Co., of London, Canada. He will occupy the position of Sales Manager for the Company.

Mr. Sinclair is an Ontario boy. He has worked his way up, first serving his time as an apprentice as machinist and tool-maker and as erecting engineer and later graduated as mechanical engineer.

Ten years ago he went to the Western Provinces and engaged with his late employers at Edmonton and Calgary and with them he has had a wide and varied connection among contractors and designers on general construction, buildings, bridges, railway and irrigation work as well as a close connection with the coal mining industries of Alberta and British Columbia.

As sales engineer he has had considerable experience. In this connection being especially closely in touch with municipal engineering and construction work throughout the Western Provinces. Mr. Sinclair has already taken up his new position with The London Concrete Machinery Company. His past experience will make him valuable in his new position as sales manager. He will have charge of their foreign and domestic sales department. It is also the intention of the company to have Mr. Sinclair give special services to municipalities desiring information of a technical nature. Mr. Sinclair is well qualified for his position and should prove a valuable addition to an organization which is known to be a very progressive one.



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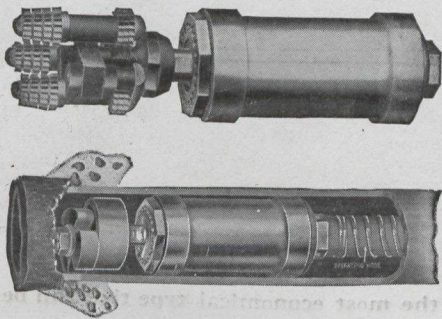
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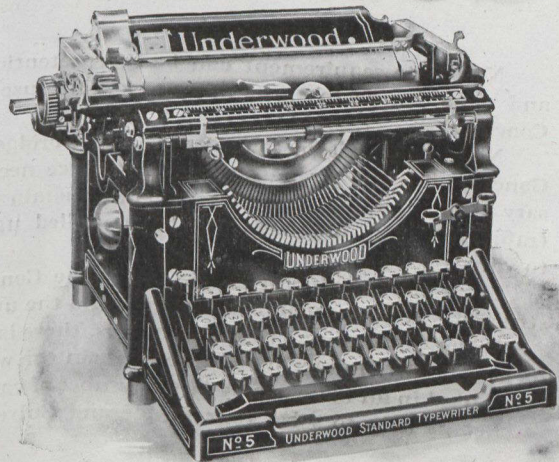
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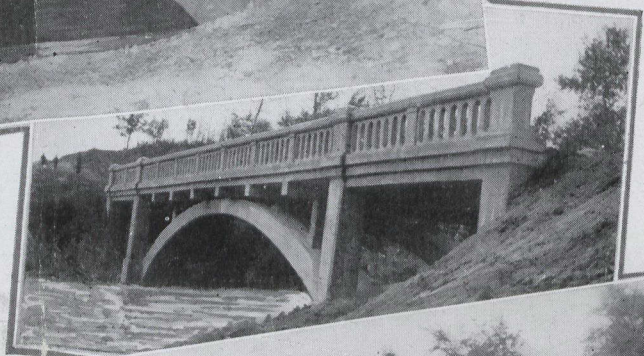
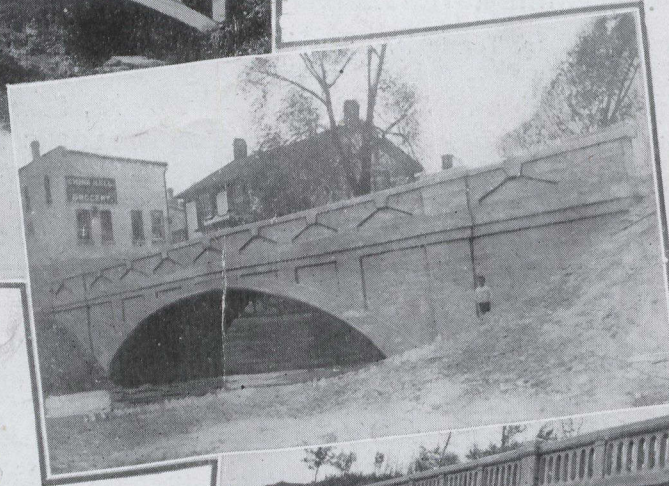
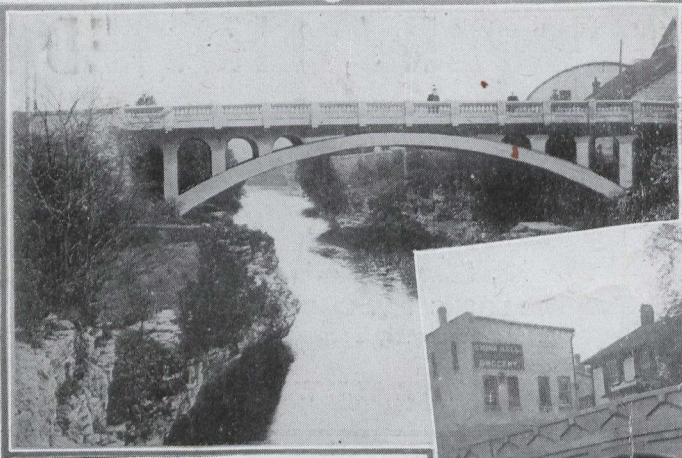


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