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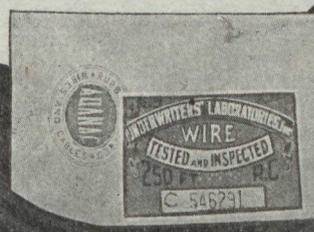


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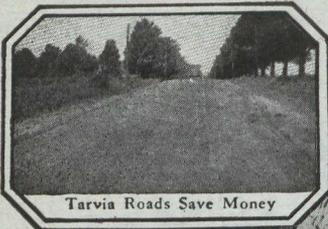
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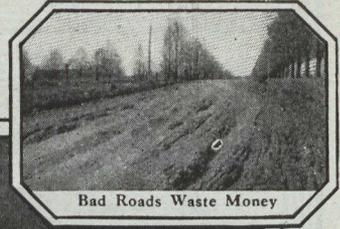
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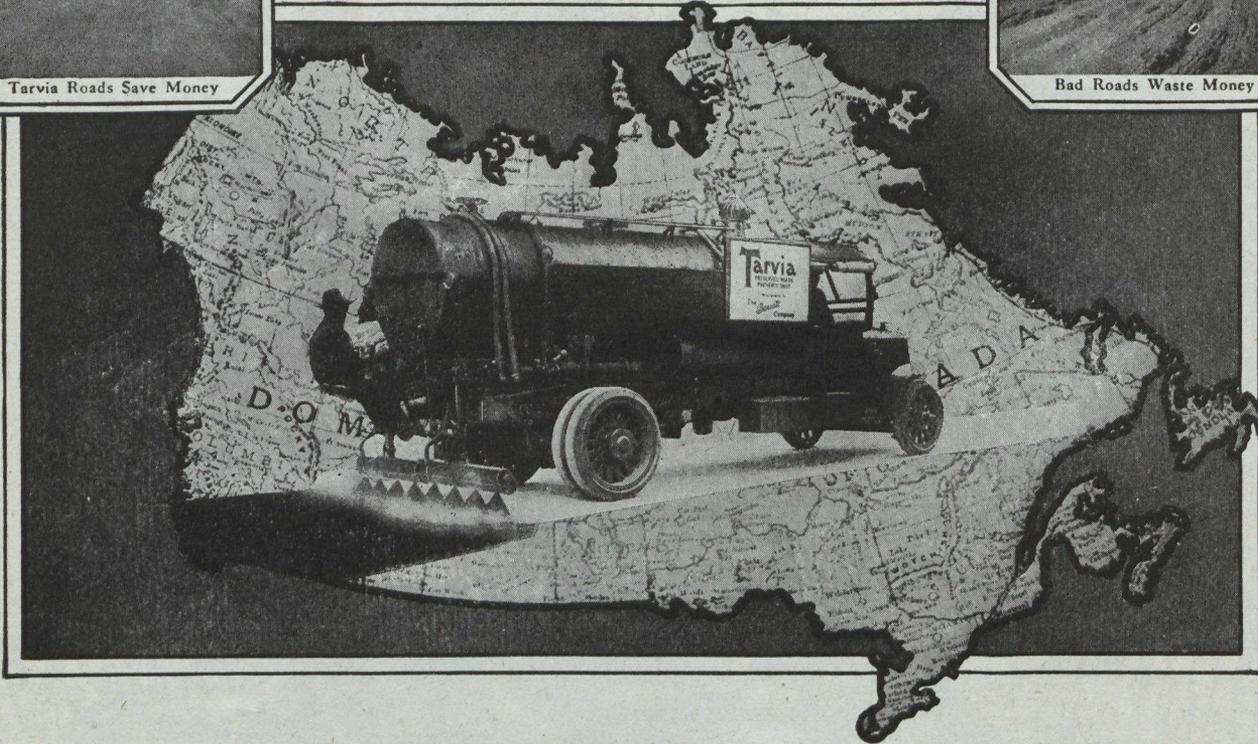
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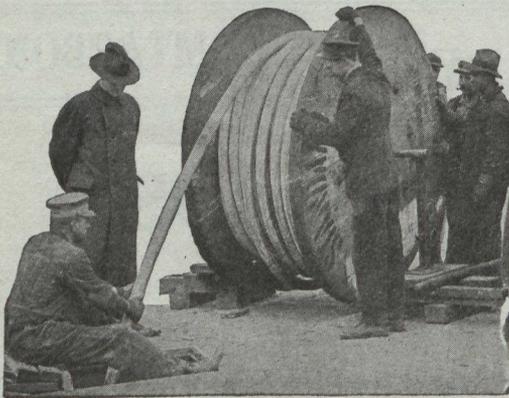
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## Proportional Representation A Success

Proportional Representation which was successfully tried out in the recent Provincial election in Winnipeg, is already in force in Scotland, for the election of school boards, and in Ireland, for the election of local councils. In urging the system for the election of municipal councils in England, the Guardian says:—"If local bodies in England had power to adopt it (proportional representation) some of the more progressive, such as Leeds or Bradford or Manchester, would be sure to give it a trial, and once tried it would soon spread. The method of triennial elections is in itself a great improvement on the troublesome and inconclusive annual elections. The whole council would be returned together, the larger issues of policy could be raised in a way not now possible, and at the same time, as all parties would be represented according to their voting strength, there could be no sudden or complete turn-over in the representation, and the more experienced and better known councillors would be practically certain of election."

There is no doubt that wherever it has been tried the proportional system has proved an equitable form of representation; it being found impossible for any single political group or body or party to secure such an overwhelming majority as to completely eliminate less popular groups from representation on the governing body using the system. This is as it should be, for too much one sidedness in any public body, be it local or national, causes effeteness and stagnation on the one hand and "boss" government on the other hand—two evils that every progressive community or nation is desirous of eliminating.

One of the objections raised against the proportional system of election is that it is supposed to be too complicated for the mentality of the average

voter. That this is not so is evidenced in the small number of spoiled ballots in the Winnipeg election, though the poll was heavy. As a matter of fact the system is simplicity itself to the intelligent voter, and no man or woman has a right to the franchise until he (or she) knows what he is voting for—and even though in the counting of the votes more work is involved by the polling clerks, the results obtained are worth the extra trouble and expense. As further evidence of its success we do not know of any instance where the community, having once tried proportional representation, has gone, or is desirous of going back to the old system, and it is to be hoped that before long every municipal council in Canada will be elected under the P. R. system.

### LABOR AND THE COMMUNITY.

One of the principal subjects to be taken up at the Quebec Convention is the responsibility of the workers to the community. As is well known most of the ills of our municipal life may be traced to the apathy of the people, and in particular the apathy of the working classes for whose benefit principally municipal government is in existence. There is no country in the world where the citizens have such an opportunity as in Canada to put into effect the slogan "Government of the people by the people." The machinery is there; as a matter of fact the municipal machinery of this Dominion is the most complete of any country—every foot of Canadian soil is part of either a rural or urban municipality—but unless properly attended to the best machinery will break down. Organized labor as such has never taken up its share of civic responsibility, though it is keen to criticise when things go wrong.

## A Strike to Retain a Mayor in his Job

A very peculiar experience has just come to our notice in which a labor mayor in the United States was first dismissed by his employers and then reinstated through the action of his co-workers going on strike. The facts are as follows: The citizens of Hill City, Minn., elected as mayor, Vice-President Saylor of the local Coopers Union, which evidently did not please the manager of the local works where Saylor was employed and the workmen mayor lost his job. But his mates indignant at the action of the manager, went on strike en masse with such good effect that the new mayor was restored to his job and pay envelope.

To say the least, the manager in question took a very foolish attitude towards his employee. The very fact that Mayor Saylor took such a practical interest in municipal affairs was sufficient evidence

of his usefulness as a citizen, and incidentally his usefulness as a worker, and this the manager, had he been possessed of common sense would have known. One of the labor leaders in Great Britain recently stated that "just as labor does much to make problems for the country it must think more of doing much to solve them." And we do not know of any better means of bringing this truth home to labor than public responsibility such as it would possess through its members taking up public office as is the case in Hill City. Both in the United States and Canada organized labor has developed within its ranks men of high mental calibre and character and if these same men could be gotten to take a larger interest in the welfare of their respective communities, both the communal life and organized labor would benefit.

## Scarcity of Highway Engineers

Since the building of roads has become largely a question of scientific knowledge and experience on the part of the designers one would expect a demand for engineers specially qualified in the work. At least that was our impression until we came across a fully qualified and experienced road engineer engaged in testing, not roads, but the strength of railroad bridges. On inquiry we found that he was not wanted, as a road engineer, because of his gray hairs. In most professions and businesses grey hairs usually denote experience and consequently increased value, and why should it not be the case in the engineering profession.

Now Canada was never so hard up for really competent road engineers as she is today. By this we mean men who have had practical experience in the building of highways, roads and streets. The fact that a man has taken a course in general engineering does not make him into a qualified road engineer, though many believe they are, and what is worse, they too often make our local councils be-

lieve they are, because of their degrees, fitted to handle big public works that call for engineering competency, otherwise thousands of dollars will be wasted. It has been stated that the wastage in our public works, because of the lack of knowledge and experience on the part of the engineers, during the last decade is equal to twenty-five per cent of the total cost. Like the doctor the engineer can cover up much of his incompetency, for most of those he deals with are not professionals like himself, so that much is left to his honesty. Of course most of our municipal and road engineers are competent men who have a high sense of their responsibility. At the same time we do know of too many instances of heavy losses being incurred by the community because of the local engineer's inexperience, and it is in the interest of the profession itself that every opportunity be given to such men as the road engineer now "testing bridges" to secure permanent work in that branch they are specially experienced and qualified in.

## Child Welfare in the Province of Quebec

The Hon. J. E. Perreault Minister of Colonization, Mines and Fisheries of the Province of Quebec recently laid down a plan of campaign to preserve the children of the colonization settlements that are located in the remote districts of Quebec. One of the first steps that the Minister will take is to improve the homes of the settlers by better sanitation. Plans will be supplied to each settler with instructions how to build so as to avoid the use of the living room for cooking purposes, and his agents will act as missionaries generally in the cause of child welfare. We congratulate the Minister on the way in which he is tackling the problem of saving our future citizens so far as his jurisdiction goes. The province of Quebec has much to be proud of in its birth rate, but unless steps are taken to preserve the children, the high birth rate counts for nought, and since it has been proven that hygiene and cleanliness are the best antidotes for infant mortality, it is hoped that the Minister's example will be followed by every municipal council

in the province in seeing that the health laws are strictly adhered to by every household.

### A Check on Extravagance

By extending the polling from day to day a sufficient number of votes were cast to enable the local authorities of the town of St. Lambert, P.Q., to apply for ratification to borrow half a million dollars for improvements. The delay in voting, caused by the fact that over fifty per cent of the voters do not reside in the town, has irritated some of the citizens to the extent that they would like to see a change in the law that compels a twenty-five per cent poll before any action can be taken to borrow money for new municipal improvements. While the law does not always work advantageously (for suburbs in particular), it is a good law on the whole, because it is a check on extravagance; something that must be avoided if municipal Quebec is to raise its standard of credit in the financial markets of the world.

**SIR HERBERT AMES**

In the appointment of Sir Herbert Ames, M.P., to be financial member of the Secretariat of the League of Nations the Allied Governments secured an excellent administrator, but Canada lost a good public servant, though Sir Herbert will represent the Dominion on the League. Experienced in the service via the Montreal City Council, where he sat for many years and as a member of the House of Commons, this broad minded Canadian will in the larger service that he has undertaken be able to show his new colleagues something of the virility and orderliness of mind of this northern nation; characteristics that essentially belong to Sir Herbert Ames.

**GERMAN HELMETS UTILIZED FOR ROAD BUILDING**

The turning of the sword into the plough share has its modern interpretation in the little town of Croydon (England), where a new street was built of German steel helmets, captured during the war. To build the road required tens of thousands of these war trophies which were crushed into place by a steam roller. We can hardly term this unique way of utilizing the head gear of our late enemies an experiment as that would indicate a repetition of the war—which Heaven forbid—to secure more such trophies, but such a road will at least be a permanent warning of the uselessness of pitting against the strength of democracy as exemplified in the British Empire.

**CANADIAN MUNICIPALS ON THE ENGLISH MARKET**

There would seem to be some dissatisfaction amongst one or two British holders of Regina's bonds because of the refusal of that city—on the advice of its legal adviser—to pay the interest other than as stipulated on the bond itself, namely £2 10s. on each £100. The English bond holders maintain that they are entitled to the enhanced value of the Canadian dollar and offer as evidence that under the Canadian Exchange Act the £ is always worth \$4.86-2. As a matter of fact this Act was passed as a matter of convenience when currency was more rigid than what it is today, and it is not workable at the moment. There is also another side to the problem which has evidently escaped the attention of the English investor in Canadian municipals, namely that while at the present moment the English money market is in favor of Canada the American money market is against us, consequently, the Canadian municipals payable in New York are at a discount. It is hardly fair then to expect the City of Regina, or any other Canadian municipality to forego the opportunity of taking advantage of the decreased value of the pound sterling, when they have to pay increased interest on their issues in New York, because of the increased value of the American dollar over that of the Canadian dollar. It must be remembered that during the last ten years a much larger proportion of Canadian municipals have been placed on the American than on the English market so that on the whole Canadian municipalities are heavy losers by the fluctuation in international exchange.

**NEW MINISTER A MUNICIPAL MAN**

The appointment of the Hon. L. G. Wigmore to the government adds one more name to the long list of leading public men in Canada who received their training and first experience in public life in the municipal arena. Mr. Wigmore was for some time Commissioner of St. John, N.B., when that city adopted the commission form of government and it was his remarkable success in local administration that brought the new minister to the favorable notice of the St. John's electorate, when he became a candidate for the House of Commons. In his larger responsibility Mr. Wigmore carries the good wishes of all municipal men.

**THE HYDRO-ELECTRIC OF ONTARIO**

The recent demonstration of representatives of 240 municipalities in favor of the further extension of Ontario's Hydro-Electric development was a remarkable vote of confidence in Sir Adam Beck and his colleagues on the Commission, particularly when it is taken into consideration that it is the municipalities themselves that guarantee the bonds. The Provincial Government before giving its permission to the Hydro Commission to issue bonds for the amount required for the further development—about \$6,000,000—has appointed a special commission to investigate into the working of the Hydro-Electric Commission itself.

Such action is sharply resented by Sir Adam Beck as interfering unnecessarily with the work of himself and his colleagues and as already pointed out, he is strongly backed up by those who are in reality the guarantors of the Hydro-Electric bond issues—namely the municipalities buying the power, and as the same municipalities comprise almost the whole of rural and urban Ontario, it is evident Sir Adam is strongly entrenched in his resentment. The Premier gives as an excuse for the attitude of his government—"Safety First"—the inference being that the Hydro-Electric has advanced so rapidly as to call for investigation into its finances, which to say the least, is strange, considering that from the first, continuous audits have been made by the Provincial government of all the activities of the Hydro Commission, including the administration of its finances. How far the government was influenced in its decision by interested parties we do not know but those who have sympathetically followed the building up of this wonderful public-owned public utility, know well what its management has had to meet with carping criticism, particularly from those who are scared of public ownership eating into the profits of private interests. This same carping criticism would seem to have influenced the usual good judgement of Premier Drury in a way that cannot help but please the enemies of Ontario's Hydro, without benefiting the development itself.

**"HAVE" AND "SHOULD"**

By some strange process of reasoning "have" and "should" are used as synonyms in much that is said nowadays on the subject of roads. An official prominently identified with road building on a very large scale stated some time ago that certain types of roads **have** proved to be uneconomical as shown by actual experience, and that economy prompted the adoption of another and less thoroughly tested type which **should** prove to be far more enduring.

## An Industrial Congress of Fifteen Canadian Municipalities

The municipalities of the Niagara District of Ontario are to be congratulated on their determination to enter the spotlight of publicity so that manufacturers and others seeking locations in Canada may learn something of the opportunities offered by this wonderful district with the largest electric development in the world at its doors. The idea is co-operative to the extent that an industrial association has been formed comprising fifteen rural and urban municipalities including three cities and four towns. As a good send off a three days congress is called for August for the purpose of affording, in the words of the invitation, "a close view of the facilities that have made the community the workshop of Canada." Other districts may not agree with such a claim, still others may think the claim premature, but what harm is there in a little anticipation of the event, for there is no doubt about the opportunities, which are bound to be taken advantage of when better known.

The big fact that a number of municipalities have joined together for the common purpose of benefiting all is an indication of the new spirit of progressive citizenship that is fast entering the minds of the people of Canada, and the further fact that this larger conception of industrialism—as exemplified in the industrial congress—is being first worked out in these fifteen municipalities comprising the Niagara district is strong evidence of the public and broad minded spirit of the citizens. As already pointed out in these columns every municipality has a moral as well as a legitimate right to secure all the industries it can, provided fair means are used, and we do not know of any fairer or better means to secure industries than those to be used by the Niagara Industrial Association, namely to show what actually has been done in the way of establishing facilities for manufacturing and some of the manufacturing plants now operating because of these same facilities.

## The Suburb de Luxe

We recently had a visit from Reeve Pearson of Point Grey one of the suburbs of Vancouver. As became an enthusiastic citizen, Mr. Pearson spoke very convincingly of the glories of this beautiful spot on the Pacific Ocean. What is more he backed up his statements with actual photographs which made one quite envious of those who enjoy the charms of what is in reality one of the most delightful residential communities in Canada. Situated within easy distance of Vancouver the locality, because of its beauty and salubrity, has for many years been the favorite residential district for the business men of the Pacific metropolis, but it was not until a municipality was formed that a real community spirit was established, the first indication of which was shown in the citizens turning out en masse one day in March, 1915 to plant 300 maple trees along the principal boulevard. This led to the formation of the local horticultural society whose exhibitions each year have become famous along the Pacific coast.

Part of Reeve Pearson's conversation was taken up with the government of Point Grey. It was interesting and instructive. Point Grey as it is today is a good example of what good government can do for a community. Because of the extremely low taxation the people are induced to build a much better class of dwelling than what they would do if compelled to pay heavy taxes. But though the taxes are low the municipality has every up-to-date convenience and facility to make life worth living—good roads (the famous Marine Driveway that runs for eighteen miles along the banks of the Pacific Coast is in Point Grey), municipal parks, tennis courts, bowling greens and bathing beaches, pure water, electricity and gas. So no wonder Mr. Pearson is proud of the municipality of which he is leading citizen.

Taking up the question of municipal union Mr. Pearson urged a better understanding between the East and the West. He pointed out that there are certain fundamental problems of local government equally applicable to every part of Canada and the more often those who have the admin-

istration of our cities and towns get together the better it is for all. In this, Mr. Pearson expresses the same sentiments that we have been urging for years.

### A GOOD BAROMETER

A number of newspapers of Canada are quite upset about the first results of proportional representation in Winnipeg, the Toronto Saturday Night saying that the system "seems to signify perpetual confusion." So far as we know the only confusion there was caused by some of the deputy returning officers being scared of the complications in counting the votes which were more apparent than real. We are not at all interested in the political result of the Winnipeg elections, but we are interested in knowing whether or not the election under proportional representation was a good barometer of the votes of the citizens, and according to our information it was. In Winnipeg it happened to be in favor of the radical and labor candidates, showing that a large proportion of those who voted were sympathetic towards these two elements. But be it noted that had the election been run on the old lines the radical and labor candidates would have secured all the seats, meaning that the more conservative groups would have had no representation at all. It is because of the fair assurance of minority representation that the proportional system has in England the House of Lords as one of its principal advocates.

### FOUR FUNDAMENTALS IN AN EFFECTIVE CITY GOVERNMENT

**Citizens** active, determined and without axes to grind.  
**A City Council** courageous, public-spirited and able.

**Heads of Departments** devoted to the public service, co-operative in spirit and practice of sound and independent judgement, respective and obedient but not subservient to the Council and Board of Control.

**A Commissioner of Finance** far-sighted with an eye single to the interests of the community as a whole, dispassionate in his judgment and inflexible in his determination to safeguard the City's and the citizen's interests.—Bureau of Municipal Research, Toronto.

## THE REAL PAVEMENT

By CHAS. A. MULLEN, C.E.

The real pavement is the artificial foundation for the wearing surface which is laid upon the properly graded, drained and rolled subgrade or natural foundation. Just as the real floor in your house is the floor-boards and not the rugs and carpets, so is the real pavement the artificial foundation and not the pavement wearing surface.

The carpets and rugs, and the pavement wearing surface, both wear out after a time, and must be renewed; but we expect something reasonably approximating permanence in our floorings and in our pavement foundations.

In paying for the real pavement, the artificial foundation, depreciation may be charged off very slowly, and bonds logically issued for a long term of years; but in paying for the pavement carpet or wearing surface, depreciation is much quicker and bonds for the purpose of paying for them should be short term securities.

### Types of Foundation.

When it comes to artificial foundations, I am rather a strong advocate of portland cement concrete of standard construction, no fads and fancies allowed; but in some cases bituminous concrete may be used to great advantage.

In other cases where, the traffic is very destructive, a combination of both types has been suggested, a slab of hydraulic concrete on the bottom to supply the rigidity and a covering of bituminous concrete above that to take the shock, and then the pavement wearing surface to take the wear.



MR. CHAS. A. MULLEN, C.E.

Old macadam, old granite or slag block, and other types of pavements used as foundations for asphalt surfaces; and broken stone alone, properly placed and compressed, is frequently used as a foundation where the traffic is not too heavy for this type of work to stand up.

### Types of Surfaces

Pavement surfaces are divided into two classes; the small unit block or brick surface class, including granite block, slag block, wood block, vitrified brick, asphalt block, and others; and the bituminous sheet layer surface class, the bitumen being the cementing material, tar or asphalt, which holds grains of fine dust and sand and crushed stone or gravel together in the sheet layer that you find so pleasant to ride over on a city street.

This latter class may be divided in two ways; in accordance with the nature of the bitumen used, tar or asphalt, or in accordance with the nature of the mineral particles which the tar or asphalt hold together.

Tar is used for macadam road work very extensively, but is seldom used for the higher types of city street surfaces; while the fine mixtures of dust, sand and small stone-chip aggregates are used more for heavy traffic and the coarser stem aggregates more for light traffic.

The standard sheet asphalt wearing surface mixture is

about 12 per cent Asphalt-cement, 16 per cent pulverised mineral dust and the remaining 72 per cent specially graded sand.

### Pavement Maintenance

We construct a pavement once, but we maintain it for ever. That is, we rather expect to maintain it that long. Therefore, the maintenance problem is really a larger one than that of construction, and construction may truly be said to be merely incident to the beginning of maintenance and a part thereof. There is really no definite line of demarcation between the two.

Many items enter into this maintenance problem; not the least of which, is the current rate of four to six per cent on the municipal dollar. Whether that municipal dollar is a borrowed one, or the city's own dollar, makes no difference. It is worth so much rental per year either way.

This means that if a city can lay one pavement one dollar per square yard cheaper than another, and can maintain it for not more than the annual current interest rate above the amount for which it can maintain another pavement, these pavements are equally economical.

This fact should cut out the laying of many of the higher priced pavements, such as wood block and vitrified brick, and limit the use of granite block to where it is most needed on very heavy traffic streets and steep grades which carry heavy weight traffic.

## ONTARIO HYDRO-ELECTRIC FINANCES

In a letter to the Montreal Gazette, Mr. J. E. Middleton, of Toronto, explains very clearly the splendid position of Ontario's Hydro-Electric as a public owned public utility. The letter in part says:

"I take the liberty of submitting a few facts relating to "Hydro" operation in the twelve municipalities which signed the first contract for energy with the Hydro-Electric Power Commission of Ontario. To-day 236 municipalities have entered the co-operative union, but the twelve pioneers have had the longest and most varied experience. They are Toronto, London, Stratford, Guelph, St. Thomas, Woodstock, Kitchener, Preston, Hespeler, Waterloo, New Hamburg, and Ingersoll.

"The capital outlay of the twelve of their transforming stations and distributing plants was \$13,360,822. Series debentures, some for twenty years, some for a thirty-year period, were issued to provide the money and power was first available early in 1912.

"The eight-year period, which ended on December 31st last, was unique in the history of industry, and finance. From normal times the world plunged into war, and then struggled through reconstruction. The cost of labor and materials rose to unprecedented heights. With inflation, came business uncertainty and class unrest. In most of the municipalities named a large munitions business was built up during the war. It ended with the armistice. Until the factories were readjusted to peace-business, the sales of power were greatly affected. The variation in consumption reached 80,000 horse power.

"Despite these things and in the face of periodical reductions in the rates, as provided for in the contract, eight of the twelve municipalities, after eight years of operation have accumulated reserves and liquid assets sufficient to wipe out every dollar of outstanding liability. One more has almost reached that happy position. The other three, Toronto, London and Stratford, had a very heavy capital outlay, due to their large population and the great area to be served. But these have provided for 54 per cent of their total debt, while only 26 per cent of the lifetime of the debentures has elapsed.

"Taking the twelve jointly the balance of liability is \$11,432,267. The reserves and surplus accumulated to meet the obligation reach \$5,550,769. Each municipality has paid from revenue the interest and sinking fund on its own plant, and its just proportion of the interest and sinking fund on the generating and transmission system controlled by the commission. It has paid also operating and maintenance charges, despite advancing costs, and has set aside a depreciation charge sufficient to renew the plant in twenty years. The surplus, after all these charges have been met, reaches the sum of \$1,231,175.

"Not one cent of municipal or provincial taxation to aid in carrying any Hydro-Electric system or plant. In view of these facts and figures the people of Ontario perhaps may be pardoned for their continued and unflinching support of the Hydro-Electric enterprise."

# Broadening of the Basis of Municipal Taxation

By JOHN APPLETON

In urban centres in the Canadian West more than usual study is at present being given to methods of taxation. The municipal councils are not doing this from choice. Generally speaking they are faced with very serious difficulty in obtaining sufficient revenue to meet current and debt service expenditure, which has arisen, not from any decline in business activity or disappointing results of productive efforts in the districts which they serve, but from the collapse of land values and the dependence on them for public revenue. Vancouver's expansion to a great extent was due to hopes of additional business arising from the opening of the Panama Canal, which have not been realized, and, therefore, her troubles may be excused to some extent on this ground. The same holds good in respect to other Pacific Coast points. Winnipeg has suffered materially from contraction in land values, but it cannot be said that any trouble has been experienced there as to adequacy of public revenue.

The extent of the deflation of land values may be gauged by the experience of Regina, where 80 per cent of the taxes in 1917 were levied against land, the assessed value of which was \$83,000,000 in 1913, and last year \$47,000,000. In Edmonton land values dropped from \$191,000,000 in 1914 to \$80,000,000 at the present time.

What has occurred in these cities in the decline of assessed values is typical of the experience of practically every other city with the exception of Winnipeg. Despite the extraordinary character of this decline, it is the opinion of many practical men that the bottom has not yet been reached. Professor R. M. Haig, Ph.D. of Columbia University, who some time back was asked by the Minister of Municipalities of Saskatchewan to report upon the taxation in urban municipalities of that Province, says:

"In spite of the radical nature of these reductions" (referring to those taking place in the Saskatchewan cities), "however, there is reason to question whether they are radical enough. Over-assessment is complained of on every side. A comparison of the level of land valuations with those obtaining in similar communities elsewhere indicates that there is a sound basis for complaint, and that even at their present level, land values are undoubtedly still considerably over-assessed. The disorganized state of the realty market makes accurate assessment exceedingly difficult. Indeed, only a very rough approximation can be hoped for under these conditions. But the observation of the investigator has convinced him that the present level of assessments is beyond a doubt above the true market value of the land."

Here is the opinion of a careful outside observer, who has compared the values of land in urban centres in Saskatchewan with those of similar communities elsewhere. In his judgement the bottom has not been reached, therefore in so far as land constitutes a base for taxation it is still unstable. However, it remains the most promising source of taxation. On the basis of its present value, in order to obtain the same revenues, higher levies have to be made, and these are reaching such a point as to cause land to be abandoned in quantities that constitutes a serious problem to municipal authorities. It should not be forgotten that the higher levies, which in the case of the Saskatchewan cities rose from 14.6 mills on the average in 1913 to 24 mills in 1917, were made despite the existence of very startling arrears. Until quite recently Saskatchewan cities were restrained from levying more than 20 mills, a rate considered to be the maximum beyond which it was unsafe to go. That Province has subjected its cities and towns to regulations more stringent than any other Province. It requires that tax sales be held regularly, and this wise precaution has done much to keep her cities from financing upon tax arrears to an undue extent. An exception is the case of Prince Albert, which city last year had an overdraft of \$450,000, secured on arrears of taxes. Vancouver furnishes an instance of the danger of spending liberally when anticipating that taxes will be paid to a reasonable proportion of the amount levied. On those not paid it borrowed very freely. So great, however, are the arrears, and so loth is the municipal authority to hold tax sales, that collecting them now by the ordinary tax sale process is regarded as impossible. Commenting on the

situation, the "Financial Times," of British Columbia, says the local council made a serious mistake in deciding against a tax sale this year, and added:

"Without a threat of a tax sale over the head of the taxpayer in arrears, there is little incentive for him to pay his taxes. What could be in the mind of the council that would lead it to defer in this important matter? It, perhaps, is going under the delusion that now the war is over there will dawn such prosperity that all those in arrears will come crowding into the city hall with cash to pay their taxes. They do not seem to appreciate that the city is today prosperous, and that the holders of properties are better able to pay their current taxes and arrears of taxes than they have been, not only since the beginning of the war, but since the collapse of the real estate boom. The fact remains that the aldermen of that city do not favor allowing property to go to tax sales under existing conditions, but they cannot long persist in that attitude without risking default in meeting their obligations, especially those which have been the security for tax arrears."

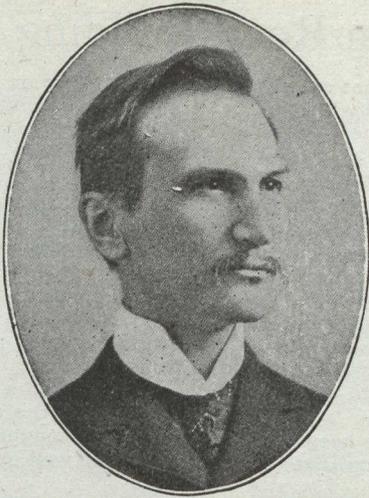
Statutory power was obtained under the Vancouver charter to capitalize taxes up to the end of the current year, but after the 15th of September, 1919, the land or property liable for these taxes can be sold if the owners have not paid to the city one-tenth of the taxes capitalized, together with interest thereon at 8 per cent, per annum from the first of January, 1919—the Act requires that the land "shall be put up for sale." A similar arrangement has been put into effect in Victoria, and in Calgary.

In the next Province eastward—Alberta—the tax arrears have reached proportions quite as serious as those in British Columbia, and extraordinary steps are being taken, not only to collect taxes, but to give special aid to those who manifest some desire to face their obligations. Edmonton's plan is that the taxpayer would offer the city a note for the 1914 and 1915 taxes, but he must arrange either with a bank or anyone else to discount this note at its face value when endorsed by the city. The endorsement of the city would be strictly under the condition that the city should not be liable on the endorsement until first of July, 1920, that the rate of interest as against the city should not exceed 6 per cent per annum, payable half-yearly, and that the whole transaction should not in any way affect the city's right against the lands in question either for these particular arrears, if the note is not met, or for subsequent taxes. Under this arrangement the taxes for 1914 and 1915 only are being provided for.

Professor Haig tells us what proportion of taxes on land bears to the total levied in Saskatchewan cities, the range being from 76.1 per cent in Moose Jaw to 96.1 per cent in Swift Current. In the Provinces to the west land to a slightly greater extent is the source of tax revenue. Without exception, the municipal authorities agree that some broader base must be obtained. Vancouver, Edmonton, Calgary, Lethbridge and other Western cities have deserted the "single tax" and are now imposing new taxes.

Among the various suggestions made not the least interesting is that of the Union of Saskatchewan Municipalities that public utilities be made to bear a portion of the burden of taxation, in the form of a franchise tax, even upon the municipally-owned utilities. That Province has one privately operated public utility of importance, the Moose Jaw Electric Railway, and it appears to have been a fortunate circumstance for that city that its street car service was not municipally owned. Without exception of other similar utilities in the West, when operated publicly, have been veritable "sink-holes." Water and electric light services have a better record. At present privately operated utilities are severely taxed and it would be equitable that where in the same field municipal utilities operate they should be taxed on precisely the same basis as others.

As to other methods of extending the tax basis opinion varies. Commissioner C. J. Yorath, of Saskatoon, who has had a varied experience in practical administrative work is opposed to a business tax, and on the other hand, Professor Haig, who reported for the Government of Saskatchewan, says:



**W. D. LIGHTHALL, K.C.,**  
Secretary of the Union of Canadian Municipalities.

### BROADENING OF THE BASIS (Continued).

"Under properly prepared schedules it should be made to assist very materially towards the solution of the present problem. The testimony is universal that the business men are prosperous and in a good position to accept additional taxation."

The suggested base of this tax is floor space, the income tax to be "used to supplement it by correcting the injustice due to the fact that the business tax does not discriminate between the prosperous and the unsuccessful."

The same authority does not regard the times as being ripe for a general provincial income tax, in which municipalities share, but just such a tax is urged by the Municipal Research League of Winnipeg. In Alberta and Saskatchewan the tendency is to make use of the local income tax, and licenses, as supplementing the property tax. Many other forms are being looked into as would appear to be essential in view of the utter collapse of values of unimproved property, which the executive of the Saskatchewan Union of Municipalities is compelled to admit "is unable to take care of the taxes which are imposed."

It is a hopeful sign that taxes are now being paid more promptly than since the outbreak of the war, which was made the excuse, and unjustly so, for temporizing with delinquent tax payers. Commenting on the situation in Edmonton, the "Bulletin" of that city early in the year remarked:

"It is not desirable in this country to do anything that tends to lessen public recognition that a debt is something that has to be paid, and paid when it is due."

Some of the municipalities now leaning on their creditors were hampered by legislation intended to be a benefit to bona fide soldiers, but which was taken advantage of by large numbers not entitled to any special consideration or treatment in the matter of their civil liabilities. The present strain on municipal revenue, a symptom of which is to be found in the amount of the advances to municipalities by the chartered banks, is not due to conditions arising out of the war, except as to the legislation referred to, but largely to failure to enforce collection of taxes. In certain localities, as, for instance, in Southern Alberta following the drought of 1914, special cause for leniency was evident, but elsewhere, war conditions, by creating so great a demand for agricultural produce, at so high a price, was material aid in sustaining the business health of urban communities in the West. The ordinary means of tax collection, and the building up of adequate local revenue was blocked by those who hoped—a very forlorn hope—for a displacement of the deflation of land value by a return of another boom period. They still cling tenaciously to their equities in properties, and lose no opportunity in opposing any steps that will destroy their titles, even though public credit suffers and private creditors are dispossessed of their rights and put to serious inconvenience.—Canadian Bankers Journal.

## CONVENTION OF 1920 OF THE UNION OF CANADIAN MUNICIPALITIES

Council Chambers, City Hall, Quebec

10 a.m., Tuesday, July 27th, Meeting of the Executive in Committee room.

11 a.m., Business Session. Official welcome by His Worship Mayor Samson. Reply on behalf of the Delegates: Presidential address by His Worship Mayor Fisher, of Ottawa. Report of Hon. Secretary-Treasury, by W. D. Lighthall, Esq., K.C., Ex-Mayor of Westmount. Financial report of the Assistant-Secretary, by G. S. Wilson, Esq. Report of Parliamentary agent, by Fred Cook, Esq.

2 p.m., Tuesday, July 27th. Formal opening of Convention. His Honor the Right Hon. Sir Charles Fitzpatrick, P.C., G.C.M.G., Lieutenant-Governor, Province of Quebec. Our Municipalities and Labor, by F. A. Acland, Esq. (Federal), Deputy Minister of Labor. Latest Ideas Respecting Public Health, by Hon. W. F. Roberts, M.D., Minister of Public Health, New Brunswick. The Municipalization of Public Utilities, by L. A. Herdt, Esq., E.E., D.Sc., Chairman of Montreal Tramways Commission.

7.30 p.m., Tuesday, July 27th, at the Chateau Frontenac. Banquet tendered to the Delegates and guests, by His Worship Mayor Samson, the City Council, and the Citizens of Quebec.

Principal speaker, Hon. Sir Lomer Gouin, Premier, of the Province of Quebec.

10 a.m., Wednesday, July 28th. The Administration of the City of Quebec, by H. J. J. B. Chouinard, Esq., LL.D., C.M.G., F.R.S.C., City Clerk of Quebec. Commission Government in Small Towns, by F. W. Gailbath, Esq., Ex-Mayor of Red Deer, Alta. The Municipalization of Housing, by Rosaire Prieur, Esq., Mayor of Pointe-aux-Trembles, Secretary, Union of Quebec Municipalities. Recent Progress of Western Municipalities, by J. D. Saunders, Esq., City Clerk of Cambrose, Alta., Sec., Union of Alberta. self and his colleagues, and as already pointed out, he the Institute of British Municipal Treasurers). City Clerk and Treasurer of Outremont, Que.

The order of business is subject to change.

### A WELL INFORMED CITIZENSHIP

Organizations, the result of whose work are observable in increased material wealth, which carry on definite material operations and which pay cash dividends, present a standard of measurement which their stockholders and the general public can readily use in appraising their achievements. Citizen organizations for the promotion of public and community welfare can offer no such standards, inasmuch as the dividends they produce are not in dollars and cents, and the highest values they create are not material values.

While realizing the importance of standardized accounting, up-to-date budget making, centralized control of purchasing, reformation in Civil Service organization, administrative responsibility, departmental efficiency, etc., I believe that the only sure way of attaining these desirable results and of maintaining them when once secured, is to increase the number of thoroughly informed citizens and to build up an active public opinion which will naturally and irresistibly produce efficient governmental machinery.—Dr. Horace Brittain.

## More Scientific Study Needed in Road Building

Some time ago a party of Councilmen from one of the Counties in Canada took a trip to Detroit to go over the Wayne County Roads. The party left the centre of the City of Detroit, rode to the City limits and thence on through the County roads completing a trip of 80 miles and in that distance never encountered one hole in the road, or any place where a man could not drive in safety and comfort at thirty miles an hour. After the trip was over one of these gentlemen remarked: "There is no reason why we cannot build roads in Canada just as good as the people do here.

About six weeks ago the gentleman who accompanied these men on this trip was planning a trip to the City of Ottawa, Ont., and was trying to decide how to get there from Montreal, and came to the conclusion that he should drive over the King Edward Highway to Ogdensburg, N.Y. and thence over just fair earth roads to Ottawa. The distance travelled on this trip was probably twice as far as if he went direct, but due to the condition of the roads it was economy to take the roundabout route.

It is when you take trips of this kind through the country that it is brought home to everyone the advantage of good highways crossing the country from one large centre to another.

In developing the country it is natural that Railroads would be the first mode of transportation for great distances, and due to this fact the Public highways have been largely neglected. However, since the advent of the auto and its increased use for commercial activities, all parties concerned with transportation, other than railroads, are seeing that it is a large national waste not to improve the public highways and make them passable at all times of the year.

The cost of their construction, for there are always those people interested who shout that all improvements made in the country mean increased taxation, and therefore they cannot afford it. To one who studies these matters fairly, closely the absurdity of this argument is very evident, for in keeping records of different road systems over the continent, it has been proved conclusively time and time again, where accurate records are kept, that the cheap road is the most expensive to the public, not only in increase of cost of travel and incurring large loss of time and inconvenience, but in actual dollars and cents in keeping the road passable.

Take the car most any day of the Summer and drive out of the City, and on the big majority of roads you will find that they are being repaired by throwing dirt into the centre of the road to give it a crown to shed water, or hauling on gravel or crushed stone. If you were to go there another year you would see practically the same procedure, and you would not be able to see any improvement in the road.

No doubt most of us remember the days when Railways were using 60 lb. rails for the laying of the main tracks. It was not long before they were using 80 lb rails, and then they moved on to the 100 lb. rail. They changed the rails because they had changed the type and size of engine that went over these rails. They found that it was the height of folly to try and carry the large size present day locomotives on the light weight rails. Doesn't it seem that the same procedure should be applied to the highways?

As long as they are being used for slow horse drawn vehicles and having a very moderate amount of traffic, everyone knows that the dirt roads will suffice in a sort of a way. When the traffic begins to increase and the man using the roads wants to go at a faster rate and wants to use that road with comfort every day in the year, it certainly seems as though we should improve the type, then when we come to the use of the motor-car which carries heavy loads concentrated on small wheels, does it not seem again as though we should build the road suitable for that as well? This undoubtedly is the problem of the highways today.

We hear in many parts of the country men clammering for Macadam roads, because they want an improvement. In fact, they are asking us to build today with our money a road that was invented a hundred years ago by a brainy engineer to carry traffic at that time. In fact, it was a road we may say that was designed to carry a heavy ox-

cart traffic, not speedy traffic, or a traffic on narrow steel tires. Nevertheless in the face of the present day traffic, we will see the public having their money expended in the construction of a road that was satisfactory for travel a hundred years ago.

Now, through many parts of the country the feeling seems to be that people are not in favor of good roads, but this is not correct. The people are certainly very willing to have good roads, but the problem that they are confronted with, is, are they going to have them even if they spend the money for them?

There are really two ways of having good roads system. One, is to build a road at a moderate cost and then place upon that road a Patrol System just along the same scheme as that which is done by our Railroads, the duty of these men being to keep the road in repair throughout every day of the year, so that it passable equally well one day as another.

The other system of constructing roads is to build a high priced permanent type of road on which the maintenance will be a very small amount, probably about a gang of men working about a week on a 20 mile stretch.

These two systems of roads are in use today in the United States. In the State of New York the Macadam type has been used extensively and is being maintained by the Patrol System, while in Wayne County, Mich., Milwaukee County, Wis., Cayuhoga County, Ohio, the people have adopted the permanent type of road, concrete and brick, respectively, and have had a good road every day in the year with a minimum of maintenance, amounting to not more than a gang of men a week to every 20 miles.

Experience seems to show in the different places mentioned that when you figure the cost of these roads throughout a period of ten or twenty years, that the economical road is that which has been the high initial cost and of a permanent type.

There is no doubt but that the permanent type is the more satisfactory road, because the least obstruction can be afforded to traffic, and that is the road best liked by the people. If the cost over ten years shows to the people that the permanent road, which is better to travel on, has cost them less money, they are certainly going to be in favor of that type.

That brings us to the point of road finance which undoubtedly should be studied very closely by all Municipalities constructing roads. The common method of financing road building is to issue bonds over a certain period for its construction, and very joyfully forget all about keeping that improvement up. This method means that in many cases improvements are judged entirely from initial cost, and that the most expensive improvements is adopted when we come to consider the cost over a period of years.

There is practically no doubt in all engineers' minds that any type of road, excepting the dirt road, can be made to carry traffic successfully every day in the year and carry it at a reasonable cost. Every road builder also knows that certain money must be spent on each one of the different types in order to make it give that service. The problem then for the people to solve is which one to adopt to give them that service with the least cost.

The idea of going into the matter as has been done in this article is to convey the fact that it is very easy for people to write volumes about having good roads and they can criticize the public if they are not enthusiastic over the idea, but if they would only stop to think they would realize that the whole idea of good roads hinges entirely upon the method of organization adopted by the Municipality building them and the roads they select to stand the traffic.

These are the things that we must absolutely decide if we are going to build roads throughout the country in order that the younger generation that are coming along may enjoy improvements that they are helping to pay for.

There is certainly one thing sure, and that is that the issue of debentures for the construction of a road which wears out years before the debentures have been paid up is false economy and poor finance, and not only that, but also one of the facilities in the road building system that will do more to hinder the construction of proper highways than any other considerations.

# The Municipality and Prison Reform

By A. M. NICHOL.

Legislation Committee of the Canadian Prisoners' Welfare Association.

Canadian Municipalities have a direct and important interest in the system that deals with offenders against the law, whether the law is represented by Municipal by-law, an Act of Province or the Federal Power. A community with a "criminal record" is about the worst black eye that it can sustain. In addition to the expense involved, the negative effect of a "bad quarter" or a long list of crimes in the calendar against a town or city, wards off the best type of new comer, to say nothing of the effect on the commercial world. The higher consideration is the welfare of the Dominion as a whole. On that ground alone the managing body of any given governing area should study carefully and scientifically the relation of social order to community, happiness and prosperity. Hence what is called "Prison Reform"—a phrase that has got into questionable repute—should carry with it in the minds of Town and City Councils a clean-cut definition and sane ideas.

Take the recidivist, the "ne'er-do-weel," or the "black sheep," of the civic family. What a disgrace he is to the streets, the reputation of his town, and the futility of penal restraint! I knew a man who was charged for the 90th time with a breach of the public peace. The Magistrate remarked, "Ironside, you will soon be celebrating your century." Jocularly, the "hardened case" replied, "Hurry up, your honor. Lighten the sentences and I'll soon get there." The local newspaper indulged in a humorous description of the incident, but Ironside had already cost that town \$3,500 for his maintenance and the depredations that he had committed. There is something missing in a system that permits—not only local jail birds of that type to go on year in and year out, but felons to become habituals and even first offenders to repeat and repeat their offences.

In Sagimo, Tokio, the question asked by the authorities of that Penitentiary, when they receive a prisoner, is, "What can we do for this man?" In Canada we do not ask what can we do for him—the prescription is fixed as to what shall be done with him. In Japan, the punishment of the man is a secondary matter. Caging men or beasts is not a scientific matter. It is purely mechanical, and with high walls, automatically-locking cells, strong guards, and a rigid routine the "birds" can easily be kept away from the opportunity to steal, burglar, or murder.

Any body of ordinary men can execute that task. But the handling of the individual prisoner on his merits or demerits; the re-adjustment of his habits; the equipment of his mind with the sanest ideas of life; the training him in self-control, reproductive and remunerative industry—to say nothing of remaking him morally and spiritually—but that is another question.

Such a task as that requires brains, heart, art, science, organization classification,—in short the skill of the physician, the tact of the psychologist, and the command and magnetism of a master of labor. And, further, the reconstruction of our prison after the similitude of a college for the repair and development of what is best in human nature.

To attain legal co-ordination of police officer, lawyer, judge, jury, warden, prison, and prison discipline so as to correspond with this ideal is a Herculean enterprise, and it will not be attained in this or the next generation. The public mind is too dense in its appreciation of what true democracy is in relation to the well-behaved to understand its application to the ill-behaved. And too much politics is intertwined with a thousand and one matters, (supposedly of supreme importance), to allow of the adequate discussion of this topic. It has been too long left in the hands of extremists, old ladies, and millenium like enthusiasts to make real progress.

"Prison Reform" is a business proposition. Once the Municipalities wake up to its vital place in civil life, then something will be done, and in order to stimulate the sluggish brains of our local statesmen, I venture to make the following suggestions for their consideration:—

1. A social survey of the territory over which they exercise civic jurisdiction of what are considered incitements to lawlessness; neighborhoods that supply the largest pro-

portion of offenders against the law; analysis of crime in relation to non-employment, feeble-mindedness, and lack of education; and information (other than the police records) which indicate the why and wherefore of repeaters, as well as housing, and the high cost of living. If, in the interests of the physical health of the people, we require specific sanitary regulations to be kept, it is much more germane to the all-round health of a community that mental diseases should be analysed and dealt with accordingly. Crime is largely a product of ignorance and ignorance and degeneracy are almost synonymous terms.

2. Report upon the results of probation and Suspend Sentences Acts. Municipalities will find in these much food for thought, attesting, as they do, that two thirds of crime can be checked in its incipient stages. The common sense reading of the outcome of these measures is to my mind, an urgent call upon the Provincial and Federal Legislatures to extend the principle of these Acts to courts where they at present do not operate.

3. The enforcement of an Act, where it obtains, and the introduction of an Act where it is not yet in operation, by which prisoners, both in jails and penitentiaries, shall be compelled to support, as far as possible from the fruit of their labor inside prison, dependants left as a public charge upon the community. Montreal Jail, which cost a fabulous sum to erect, was largely endorsed by the Quebec Legislature because it would be provided with facilities for enabling men to work at occupations from which they could help their wives and families. But up to this hour not a cent has come from that jail to any of its inmate dependents. The land in fact at the disposal of the Warden is utterly insufficient for the purpose, and yet there is an Act on the Statute Book of the Province which makes it imperative that inmates of the jail shall have this privilege. Instead we have jails that treat men as if they were mere vultures and had to be kept in their cells for fear of invading the big world outside their environment. Work is Nature's corrective of nearly all evils under the sun. It constitutes the best form of discipline, and to the criminally-insane—that type of character would rather steal than eat—it is "hell," especially when he knows that its concomitant, in dollars and cents, will be sent outside to feed the people whom he cruelly neglected and disgraced.

4. The construction of some plan by which men, honorably discharged from prison, shall be given a chance to make good outside prison. It seems to me not only feasible but rational that a man who has wronged the town from which he hailed should be given a chance to "make good" in that town. We sing about Brotherhood and it has become such a phrase as almost to become canting when one hears it. Why not practice it a little more than we do?

5. The appointment of a Poor Man's Lawyer and Public Defender. Believe me a heap of injustice goes by our courts in this good Dominion of ours, all because people, too poor to pay the fees for a proper defence, are sent to jail and there they lose heart. I am constantly meeting with people who need such aid, and this and a great deal more can be advanced by municipalities exercising their prerogatives as a corporate and a representative body, on behalf of the health and moral standing of the community over which they preside.

## IDLE LAND

What is it that lies between the farmer and his market? Idle land. What is it that forces workmen in the city to live so far from their work? Idle land. What is the most conspicuous thing to be seen on entering a city? Idle land. What is the only form of property that paid no war tax? Idle land. What is it that enables speculators to grow rich without working? Idle land. What is it that drives the settler a long distance from civilization to find a home? Idle land. What must be stricken from city and urban territory if we would have efficient industry and contented workers? Idle land. How can idle land be removed? By taxing it the same as though it were improved.

# Classification and Salary Standardization

By CLINTON ROGERS WOODRUFF

President, Civil Service Commission, Philadelphia

## I

The City of Philadelphia is the most recent addition to the ranks of governmental bodies realizing that employment conditions and compensation must be standardized if efficient organization and satisfied personnel are to exist in the public service. In the new charter approved by the governor June 25, 1919 (Act No. 274 for the Better Government of Cities of the First Class of this Commonwealth approved June 25, 1919), a specific duty was placed upon the civil service commission to classify and grade all positions in the classified service and to make recommendations regarding rates of pay. The specific provisions which apply are contained in section 17 of Art. XIX which reads.

"The commission shall classify the grade of all positions in the classified service. The commission shall ascertain and record the duties of each position in the service, and, wherever it appears that two or more positions in a service which have duties which are substantially similar in respect to the authority, responsibility, and character of work required in the performance thereof, they shall be placed in the same grade which the commission shall designate by a title indicative of such duties. Grades having duties of the same general nature and in the same line of promotion shall be placed in the same class and the lines of promotion definitely specified. For each grade the commission shall determine a standard maximum and minimum salary or rate of pay, and shall report the same to the mayor and the council, together with other information pertaining to a proper rate of pay for personal services of incumbents of positions in the civil service."

Previous commissions had attempted some standardization of employments without the specific direction contained in the present charter. That work of classification was never fully completed, and no part of it was put into force. The city departments, as reorganized under the new charter, the employees of which included in the classified service, are as follows:

- Department of Public Works.
- Department of Public Safety.
- Department of Public Health.
- Department of Public Welfare.
- Department of the Mayor.
- Department of City Transit.
- Department of Wharves, Docks, and Ferries.
- Department of Law.
- Department of Purchasing Agent.
- Civil Service Commission.
- Art Jury.
- City Architect.

Other city departments were not included under previous civil service laws and the jurisdiction of the civil service commission was not extended by the new city charter to include them. Soon after its appointment, however, the present commission sent communications to the heads of all these other cities and county departments, calling their attention to the work of classification and salary standardization required by the charter to be done in all the departments whose employees are included in the classified service, pointing out the value and desirability of extending this classification and standardization over all employees of the city and county. As a result of this communication the prothonotary of the court of common pleas and the municipal court department of receiver of taxes, and the sheriff of the county of Philadelphia, requested the commission to extend the classification and salary standardization so as to include their respective departments. At the time of this writing the remaining departments have not expressed the desire to have their positions included in the work and the commission lacks authority to include them without the consent of the department concerned.

Early in January, and within a few weeks after the new commission had been appointed, it turned its attention to the problems involved in the classification and standardization work before it. Interviews and conferences were held with the civil service reform association of Pennsylvania; the bureau of municipal research of Philadelphia; and with numerous other authorities experi-

enced in undertakings of this character. The commission is practically indebted to the civil service reform association of Pennsylvania for the collection of statistics, of cost, and methods of procedure used on other classification projects. After an extended study of the situation in Philadelphia and through consideration of the costs involved the commission requested the city council to appropriate the sum of \$30,000 to defray the expenses of the work.

## II

The commission was fully aware of the importance of the work before it. There was, however, a great deal of additional work placed upon the commission which had not been done by previous commissions. This work included, among other things, the necessity of applying a new set of civil service rules based on the provisions of the new charter and the setting up and administration of a system of bearings for members of the police and fire departments who were placed under charges for removal. With these added duties, each calling for much investigation and research, and with the added necessity of instituting improved methods in the examination divisions was convinced that it must take drastic steps to have the work of classification prosecuted rapidly and by an experienced staff. Added to these complications was the necessity,—which still exists,—of completing the classification and the setting up of recommendation salary rates at a time early enough to permit of their incorporation in the next annual appropriation bill. The new city charter requires that the mayor furnish to the council on or before October 15 of each year a budget of expenditure for the following fiscal year beginning on the following January 1. This makes it necessary that the present classification and standardization work be completed in time to permit the mayor and department heads to consider the results and incorporate them in the estimates which must be ready on the date mentioned.

By reason of the short time remaining for the work to be done, and by reason of the difficulties and the expense involved in organizing a special staff of its own to make the classification, the commission determined to engage temporary an expert staff experienced in work of this character. The communication to the council asking for the appropriation of \$30,000 for the work made this point clear and included estimates of the size of staff necessary and the cost of the various stages of the work. The council, in granting the request for the appropriation, included a provision in its ordinance requiring that the commission enter into a formal contract with the expert staff which it engaged to do the classification work and that bond be furnished by this staff for the proper fulfillment of the contract.

The laws and ordinances governing contracts required that the commission issue specifications for the work and receive competitive bids before awarding the contract. In complying with these requirements the commission was greatly aided by Albert Smith Faught, Esq., of the Pennsylvania civil service reform association who prepared a tentative draft of specifications answering both the legal and practical requirements.

## III

As a result the commission finally prepared and issued the specifications on April 9, 1920 of which the following is a full summary:

I. Each bidder must take notice of the provisions in Article 19 of the new charter of Philadelphia, act approved June 25, 1919. The provisions in reference to classification of positions and standardization of salaries and incidental matters require the following:

1. **Ascertaining and recording duties of positions.** The commission shall ascertain and record the duties of each position in the classified service.
2. **Placing similar positions in the same grade.** Wherever it appears that two or more positions have duties which are substantially similar in respect to authority, responsibility, and character of work required in the performance thereof, they shall be placed in the same grade.

## A SUB-CONVENTION OF THE UNION OF QUEBEC MUNICIPALITIES.



A number of delegates who attended the sub-convention at Plessisville of the Quebec Union.—Reading from left to right—Mayor Magnon of Plessisville; Mayor Prieur, Secretary of Union; Mayor Beau-bien of Outremont, President; Oscar Morin, K.C., Deputy Minister of Municipal Affairs; Chas. F. Furse, Treasurer.

### CLASSIFICATION AND SALARY—(continued).

3. **Determining titles.** The commission shall designate each position by a title indicative of such duties.
4. **Establishing lines of promotion.** Grades having duties of the same general nature and in the same line of promotion shall be placed in the same class and the lines of promotion definitely specified.
5. **Determining maximum and minimum salaries.** For each grade the commission shall determine a standard maximum and minimum salary or rate of pay, and shall report the same to the mayor and the council.
6. **Obtaining information as to proper rate of pay.** The commission is required to report to the mayor and council information pertaining to a proper rate of pay for personal services of incumbents of the positions in the civil service.
7. **Devising standards for the classification and grading of positions.** The foregoing legal requirements clearly imply the duty of the commission to devise standards of duties and qualifications for appointment which may be used as a guide in the classification and grading of positions.

The contract is to cover all of the forgoing items.

II. The scope of the work is to include all positions the salaries of which are paid by or through the office of the Treasurer of the City of Philadelphia except the positions under the following: School District of Philadelphia, City Controller, Coroner, District Attorney, Register of Wills, City Treasurer, Registration Commission, Inspectors of County Prisons, Fairmount Park Commissioners, Clerk of Council, City Commissioners, Clerk of Quarter Sessions, Philadelphia Museum, Free Library of Philadelphia, Board of Revision of Taxes.

III. Bidders are asked to submit a separate figure on a per employe basis for work involving positions under offices, boards, departments and commission not regularly included above.

IV. The bidder will furnish the following: All work cards, forms, cards for permanent records, questionnaires and miscellaneous printing, typewriter paper, carbon paper and miscellaneous office supplies, needed in doing the work covered by the contract.

V. The contractor will furnish clerical work and pro-

vide his own staff of investigators, clerks, stenographers, messengers and other help.

VI. The contractor will render such instructions and information as may be desired in reference to the work covered by the contract to the members of the civil service commission, and to such employees and examiners of the commission as may be detailed by the commission for such instruction. Although members of the staff and employees of the civil service commission may be detailed to assist in carrying out the work covered by the contract, the contractor must not rely upon any definite assistance, but must be prepared to do the whole work himself.

VII. The work is to be done under the direction of the civil service commission, and six typewritten copies of the report or reports of the contractors must be furnished to the civil service commission on or before September 15, 1920. One half of the compensation will be paid in equal monthly installments commencing one month after the actual beginning of the work. The remaining half of the compensation is to be paid one month after the final delivery of the sixteen typewritten copies of the report by the contractor, and their acceptance by the civil service commission is being accordance with the contract.

Sealed bids were received on the afternoon of April 12. A number of accounting and engineering firms submitted tenders. Only those who had had previous experience in this field of endeavor were considered, however.

Notice of the award to Griffenhagen and Associates of Chicago, was given on April 16 and on the morning of the 17th the classification staff began its work in quarters set for it in the offices of the commission. Since then a staff of from eight to ten people have been engaged on the work and a classification questionnaire is in the course of distribution to all employees whose positions are covered. An organization study is also being made of each department in which the standardization work occurs.

It is too early as yet to make any prophecies as to the results which will be obtained, but the present circumstances make the commission feel confident that the classification and standardization will be brought to a successful conclusion and that it will prove of great benefit to the City of Philadelphia.

# City Planning From Fiction to Fact—Chicago's Gigantic Civic Improvements

(By GUY WILFRID HAYLER).

The brief announcement in the daily press of the popular approval of a Bond issue in Chicago for the carrying out of large improvement works does not only do credit to what is not only a great local achievement but an epoch in practical City planning in America. Paper schemes and plans are too apt to receive more recognition than they are worth and a realisation of projects is very often passed aside with scant observation. City Planning has suffered, and is now suffering, from the want of popular approval. In many quarters of public life it is characterised as an idle boom and those championing it as mere visionaries. It is only fair therefore that when a great city like Chicago is accomplishing a real practical result from City Planning the fact should be made known as evidence that scientific civic improvement is not merely an operation of 'beating the air.'

The story of Chicago and its City Plan goes back to the time of the World's Fair when the inspiration of a beautiful pleasure city lead to the desire of a better working and living-in city. That was a time when people thought City Planning could beautify a city by the mere adding of artistic ideas without considering the basic necessities expressed in the systems of transportation, parks and playgrounds and in the housing of the people. That idea has largely passed away since the term 'the city beautiful' has come to be considered as misleading and inimical to the demands of genuine City Planning. So in 1908 when the late William Hudson Burnham designed the famous Chicago Plan he not only forecast a beautiful city but a city designed and equipped with all the necessities for an ever expanding urban population carrying on an intensive civilisation in healthy, comfortable and efficient conditions.

Probably no city in the world has ever initiated such a persistent and imaginative propaganda on behalf of civic improvement as Chicago and in season and out of season the work of educating the people up to the ideals of Burnham has gone on. In spite of the death of the great City Planning in 1912 the work has not faltered and a great deal of credit is due to Hon. Charles H. Wacker, Chairman of the City Planning Commission who has unsparingly devoted himself to the achievement of the great quest. All through the war the work has been maintained draftsmen have been engaged on the plans and everything was in readiness for the period of re-construction we have now entered. In no city in America was a more comprehensive programme ready when the war ended. The original Burnham plans have been of course modified by now-prevailing conditions but in the many essential particulars they are the same as are now to be entered on. Their excavation would not have been delayed these 11 years but for the multiplication of governing authorities in Chicago and the difficulty of getting a simultaneous agreement amongst them, on the projects. The works are much overdue. Chicago is ready for them and will not only pay the price in cold coin but certainly appreciate them and the benefits they will confer on her citizens.

On Feb. 24th at the Municipal Elections a vote was taken on six Bond issues totalling 20 million dollars in all, and the following were the majorities for the different proposals:—

	Majority for
1.—Lake Shore Improvements . . . . .	35,787
2.—Grant Park Improvements . . . . .	33,008
3.—Grand Boulevard Extension . . . . .	32,206
4.—Grant Park Stadium . . . . .	32,883
5.—Roosevelt Road Extension . . . . .	31,130
6.—New Small Parks . . . . .	30,901

The total vote for each proposal ranged from 70,000 to 75,000.

Considered in order, the nature of the works contemplated and approved by the Chicago South Park Commissioners—who control the Bonds and are responsible for the schemes—is as follows:—

1. **Lake Shore Improvements.**—This work is to eventually cost \$30,000,000 and will take ten years to complete, but in the meantime an initial expenditure of \$8,000,000 is authorized for work which will occupy 3 years. The scheme in its entirety consists of about 7 miles of Lake Shore improvements which when finished will make a

waterside Park of 26 miles along Lake Michigan when the Lincoln Park Commission has completed its extension northward from its present limits to Devon Avenue at the City boundary. The new work will consist of the creation of a number of small islands in the lake and the formation thereby, of a system of lagoons from Grant Park to Jackson Park. This will be the basis for a Boulevard system from the centre of the city along the shore to the extreme South side. All the way along Bathing Beaches, Pairsliops and Ornamental Bridges connecting to the main land will be provided together with the ordinary Park embellishments.

2. **Grant Park Improvements.**—Within the last few years the portion of this area, north of the Art Institute has been improved and now the major part of the Park which still remains a barren waste will be completed at a cost of \$3,700,000 and is to be finished in three years. The land East of the Illinois Central Railroad tracks is to be planted with trees bushes and grass, a boat landing provided on the shore, athletic fields, sunken garden, etc. The I. C. R. Railway now cutting through Grant Park is to be electrified and spanned with ornamental bridges.

3. **Grand Boulevard Extension.**—This work is provided for by a Bond issue of \$1,300,000 and an almost equal amount will be added by special assessment proceedings to be started at once by the South Park Commissioners. The Boulevard will be in operation in three years. The plan is to construct a new traffic artery to relieve the present congestion on Michigan Avenue and at the same time give the motorists a more beautiful drive. This will be a through-city route of immense importance. It will be created by widening South Park Avenue from 35th Street to 23rd Street. At 23rd Street a wide viaduct over the Illinois Central Railroad will carry the new Boulevard into the new shore-line park where it will run north to along side the new Field Museum. With the completion of "the Boulevard link" (or Michigan Avenue extension) for which \$16,000,000 who voted in bonds last November, the new Boulevard will unite the North and South side Boulevard systems.

4. **Grant Park Stadium.**—This is to cost \$2,500,000 and to be completed in two years. It is situated just South of the new Field Museum and will be the largest stadium in the world. The work is to start now and plans have been approved after a selection of six designs submitted by the leading Chicago's Architects—Messrs Holobird and Roche are the successful designers.

5. **Roosevelt Road Extension.**—This covers the extension of the South end of Grant Park to the North line of Roosevelt Road (old name "Twelfth Street") and the continuation or extension of widened Roosevelt Road from Michigan Avenue over the Illinois Central Railway tracks by a wide viaduct through Grant Park and along in front of the Field Museum to the Lake. The Bond issue approved is of \$1,500,000, to be used for acquiring property between Michigan Avenue and the Illinois Central Railway and between Lake Park Place and Roosevelt Road now occupied by the I. C. Railway Depot and a number of dilapidated structures. The Railroad is donating its occupied portion.

6. **New Small Parks.**—\$3,000,000 is authorised for bonds to finance this work which will consist of the improvements of Calumet Park in South Chicago, Gage Park at Garfield and South Western Boulevards and the rehabilitation of several other small parks in the South side and the creation of new ones in the South West section of the City. This work is to be ready in three years.

On February 18th the representatives of the Illinois Central and Michigan Central Railroads presented to the Chicago City Council the formal acceptance of the ordinance governing the Lake Front improvements, with a bond for \$1,000,000 to be forfeited if either fails to carry out the provisions of the ordinance. When this was received, the War Department would issue a permit to fill in the Lake and so thus ended some 12 years of negotiation. The total cost for three years work is about \$120,000,000, of this sum the two Railroads will pay \$80,000,000 and the South Park Commissioners \$30,000,000.

Mr. Wacker says:—"The victory of the South Park "Commissioners Bond proposals is the biggest, finest and most far-reaching undertaking for the public good." Chicago has launched in its entire history and true to his long continued enthusiasm for the better city he draws attention to the other huge improvements under way:—

## SOLVING THE LOCAL TRANSPORTATION PROBLEM.



To solve the problem of transportation between the City of Three Rivers and Shawinigan Falls, a distance of twenty-five miles, an autobus service was recently started which immediately met with success.—The above photo of the autobus, which has a passenger capacity of twenty-five, is published by courtesy of Mr. John MacMillan.

## CITY PLANNING FROM FICTION—(Continued).

1. Ogden Avenue Extension, widening and improvement of Western and Ashland Avenues and Robey Street. This work was authorised last November by a Bond issue vote and is to cost \$56,000,000.
- 2.—South Water Street Improvement, a market and two-level viaduct, authorised and to cost \$5,000,000.
- 3.—Michigan Avenue Extension—"the Boulevard link," partially completed and to cost \$16,000,000. To be finished next year.
- 4.—Roosevelt Road Improvement, partially done, to be finished next year.
- 5.—West Side Railway Terminal Plans. (a) New Union Passenger Station to cost more than \$50,000,000 and now in process of construction. (b) New Illinois Central Railroad Depot to be started within two years and to cost \$50,000,000.
- 6.—Widening of Canal Street (with suggested new Port Office).
- 7.—Kinzie Street Two level Bridge.
- 8.—Forest Preserve Belt around Chicago new being developed by the Cook County Commissioners, 15,000 acres already acquired.

When Mayor Thompson says: "we have the makings of the utopian city," he does not exaggerate the great possibilities of Chicago, strange as it may seem. The whole future of Western civilisation lies with the future of her cities. Democracy must be handed down as a heritage worthy in every way of our best efforts towards a general and genuine progress. City Planning can do much to open the door of Destiny once we realise that the expenditures of today are the economies of to-morrow. After all as Professor Henry Drummond once said: "To make cities is what we are here for. For the city is strategic; it makes the towns; the towns makes the villages; the villages make the country. He who makes the city makes the world. After all, though men make life, it is the cities which make the men. Whether our national life is great or mean, whether our social virtues are mature or stunted, whether our sons are moral or vicious, whether religion is possible or impossible, depends upon the city."

## WHERE LADIES BUILD ROADS

In the Old Country they have women working on the roads. According to a correspondent two members of the fair sex were recently seen driving a steam roller, while a number were using picks, and others were laying tar in quite a business-like way.

## PUBLIC ACCOUNTING.

Among the advertisers that have seen the advantage of using our pages to help forward their business is the firm of Coulter & Jones, Public Accountants, of Montreal, who make a specialty of auditing the books of municipalities and School Corporations, and introducing the very best methods for efficiency and economy.

Among their clients are:—City of Verdun; Towns of St. Lambert, Montreal South and Greenfield Park; School Boards of Longueuil, Montreal South, Verdun and Greenfield Park.

After a reorganization of the books of Verdun City, they claim that the work is now being carried on with six less clerks than was necessary before the new system of accounting was installed.

As the finances of any body, whether a School Board, a Municipal Council, or a business are the most vital and important part of the machinery, it is easily seen that a first rate firm of accountants can instal a system that will put the books into a really practical shape and thus save time, and money, and mistakes.

## IRISH STREET PAVING.

The streets in Dublin, in the beginning of 1919, had surfaces roughly as follows:—

Macadam, 60 miles lineal; stone pavement, about 60 miles; asphalt, about 2 miles; wood paving, about 3 miles; concrete, etc., 2 miles.

In Belfast, in 1918, the total mileage of the streets in the city, which was very widely extended in recent years, was 271 miles, made up by 134 miles of pebble-paved carriage-way, 15 miles of sett-paved carriage-way, and 122 miles of macadam carriage-way.

### MUNICIPAL ADVERTISING.

Municipal publicity well and wisely done is an important force which in Canada has already proved itself in many cases of the makers of prosperity. It is not only necessary to make a town known to the outside world; those responsible for the good administration of the town, those who possess municipal authority, should make it their first duty to make the town known to its people. It seems ludicrous to think of teaching citizens the value of their own surroundings, but when once you try to question a man in the street about his own town, you will generally find that he knows much less about it all than the ordinary stranger who steps out of the train with a guide book in his hand.

Municipal publicity stimulates civic consciousness, and this means general interest, which promotes civic pride and results in civic improvements. Try and persuade the citizens of Hopetown that the meadows adjoining the city boundary can be turned into a beautiful park of which they will be proud, and funds will be forthcoming to buy the site the women will organize church bazaars and concerts and everyone will help to promote the scheme. Tell these same people that the fire station is defective and they are in danger of death if a bad outbreak was to take place, and they will at once proceed to ameliorate matters. Nothing is as bad as stagnation. This same municipal publicity will help people to know who's who in their own town, from which of their neighbors they can get what they need, in fact may be used to secure very definite and positive results of an increased home market for a town's product's, teach the people that the secret of success for a growing town is for everybody to buy at home until the commercial possibilities of the place have outgrown its population and it can supply the markets of the world. As for the value of making a city known to the outside world, this hardly needs demonstration.—Exchange.

### \$8,000,000 for HIGHWAYS IN B. C.

Announcement was recently made by Hon. J. H. King, provincial minister of public works, that approximately \$8,000,000 will be expended on highways in the province during the next three to five years.

### ROADS AND SEWAGES.

"Countries inhabited by the least civilized people, whose wants can be supplied in the immediate vicinity of their dwellings, are almost destitute of roads; hence it has come to be said that roads are the physical symbol by which to measure the progress of any age or people. If the community is stagnant, the condition of the roads will indicate the fact; if they have no roads they are savages."—Highway Construction.

### EXCESS PROFITS.

Representative Rainey, of Illinois, ranking Democrat on the Ways and Means Committee, proposes soon to introduce in the House a bill under which one-third of the pre-war profits made by American industries during the period between 1914 and America's entry into the war will be taken by the Government and used to provide a two-billion-dollar bonus for returned soldiers and sailors and to relieve the present deficit of \$3,000,000,000 in the Treasury. It is estimated that such a measure would produce from five billion to eight billion dollars in taxes.—Literary Digest.

### UNDERGROUND WATER RESERVOIR AIDS GROWTH OF TREES

Trees growing along the sidewalks of city streets are likely to wither unless special precautions are taken to supply the roots with moisture. A concrete pavement prevents the necessary quantity of surface drainage from reaching them, so that the needed nourishment must be collected by artificial means. Dig a pit in the sidewalk on each side of the tree, sufficiently far from the trunk to leave room for the roots. A distance of 10 or 15 ft. will be about right, as the roots extend underground for a considerable distance. Bore a number of 1-in. holes through the staves of two old paint barrels, and bury one of them in each pit, with the open end down, and the upper end just below the level of the pavement. Connect each barrel by a pipe with the gutter, and provide it with some sort of strainer to keep the dirt out while letting water run into the barrels. These will then act as a cistern, and the water accumulated in them will percolate through the holes in the staves and nourish the roots of the tree.—T. B. Lambert, in "Popular Mechanics."

### ROAD ROLLING.

The rolling of roads was advocated by John Shotbolte in 1619, Robert Phillips in 1736, M. de Cessart in 1787, and P. H. Clay in 1817 and Sir John Burgoyne, the first chairman of the Irish Board of Works, who, a few years after it had found favour in France issued an excellent paper on the subject in 1843. The repair of roads by means of a steam roller was commenced in Paris about the year 1864, and in England a few years later.

### ASPHALT PAVEMENT ON MACADAM FOUNDATION

Salvaging the old macadam highways is not only a common sense avoidance of waste, particularly these days of enormous costs, but is sound engineering practice. In the State of Pennsylvania the State Highway Department has completed the resurfacing of an old macadam road between Wernersville and Palmyra with sheet asphalt, the highest known type of pavement, contract price for the 1½ inch binder and 1 inch top having been at the rate of 91 cents per square yard, or \$9,609 per mile of 18 foot road.

"The highest type of asphalt surface is that known as sheet asphalt. This type is the most desirable for main arteries if its construction can be financed and if it be properly maintained.

"Asphalt surfaces have proved successful in all climates from Canada to Cuba, and from cold and rainy New England to Southern California."—George W. Tilson.

"Accurate and timely information is the chief weapon of the public-spirited citizen.

"Public-spirited citizens are the only guarantee of efficient government."—Dr. Horace Brittain.

### WATER METER REDUCES BILLS OF 80 PER CENT OF CONSUMERS

The objections to a meter basis for a water supply as against the antiquated and wasteful flat rate, usually comes from those ignorant of the details of operation and of the distribution of expense in connection with a water-works system. These individuals often secure the greatest benefits from the change in having water charges based more proportionately on service rendered or the amount of water consumed.

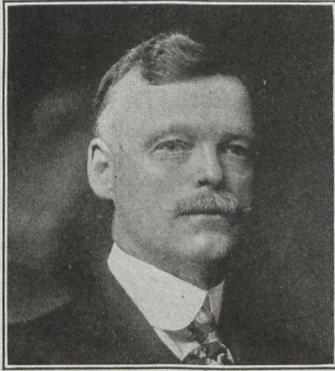
The reduction in consumption effected by meter service is remarkable and the cost of the meters is often more than balanced by the reduction of expenditure for extensions that would otherwise have been necessary.

The difficulties and opposition to be expected in making the change were recently illustrated in a Connecticut city where the Water Commissioners decided to install meters to eliminate the waste. The water consumption had reached 133 gallons per day per capita; the maximum amount of water available from the existing sources of supply had been reached; another source would have had to be developed at great expense but for the reduction effected by the introduction of the meters. The meters reduced the consumption to 78 gallons per capita per day and it is now estimated that the present supply will be adequate for some 20 years.

To quote from the Water Commissioners' report: "The Commissioners immediately brought upon themselves the severest criticism. They persevered in their work, however, although by so doing they incurred much odium and were roughly abused. But experience now shows that their course was fully justified. There has been an enormous reduction in the consumption, and the almost total absence of complaints about water bills during the recent collection indicates that the people are satisfied with the present system.

"It was not the purpose of the meters to compel consumers to stint themselves in the use of water, but to compel the careless consumers to stop avoidable waste and leakage. The discovery and stoppage of hundreds of leaks by the consumers, in co-operation with the water department, has shown that the metering of the services has had the desired effect. Statistics of the November collections from metered services within the city show that 80 per cent of the consumers are paying less on the flat-rate basis, 18 per cent are paying more, and two per cent are paying the same as before"—L. G. Denis.

## SPEAKERS AT U. C. M. CONVENTION.



EX-MAYOR LAVIGUEUR, M.P., OF QUEBEC.

MR. OSCAR MORIN, K.C.,  
Deputy Minister of Municipal Affairs, Quebec.MORE INTELLECTUALITY IN THE RISING  
GENERATION

That the rising generation is taking life more seriously is indicated in the decision of the London County Council to discontinue the presentation of medals in favor of books for which the children show a decided preference.

Speaking from long experience, I say without hesitation that the rising generation excels previous generations as regards average intellect," said a librarian, who has also been a school teacher, to a newspaper representative. To the library, which is reserved exclusively for the use of those residing in a poor district of London, no fewer than 150 children come daily for books.

"Just fancy! Little nine-year-olds call here now for books on history and literature. Quite young children today deliberately avoid silly books, and prefer history, travel or adventure. They read now when they used to play in the streets. And they do not read vapid literature.

"We can detect improvement in intellect by many definite signs," said another teacher. "One difficulty, as regards children, used to be their limited power to express their own thoughts. But a steady average improvement appears evident in verbal expression and in a power to express in writing.

"In every way the race of the future tends to become more independent in thought than in past days; and on a distinctly higher grade intellectually."

## THE IDEAL COMMUNITY.

Loyalty went out yesterday and kept its rendezvous with death. It is returning to day and asking in a way that none of us can evade: "What is the meaning of it all? Wherefore do we live at all?" If Goethe is right, our society rests upon the twin trunks of hunger and love. Hunger is symbolized by the shop, factory, and warehouse, the production and distribution of wealth. Love is symbolized by the home, school, library and the church; those things which make life worth while. With this force we are primarily concerned with romance, and romance is the quest for the ideal; and, when we pause to think of it, we recall that society has climbed up by constructing its Utopia. Have we an ideal that will challenge the best spirits in our community—the adventurers, the crusaders—those who are eager to sacrifice if there is something worth while sacrificing for? Surely we have it here—a venture that will seek to restore to men their sense of dignity and power in an age of dehumanized slavery, that will help to recover for mankind everywhere his spiritual birthright. The prehistoric man believed that if he failed society failed. Can we not bring this sense of individual responsibility down into the life of the present moment? The Carpenter taught men how to strike the fetters from off their souls, their minds and their drudgery-warped bodies. Will not men rise up in His name and enable men in our communities to strike off their chains, to stand upon their feet and go free?—Dr. Lorne Pierce.

## COMMUNITY PARLIAMENTS WANTED

By B. McCREADY (Local Service Council of Ontario.)

In some respects it seems absurd to talk of further organization in these days; indeed, most people are agreed that we should have less instead of more; that has been overdone; that society should be protected against those who wish upon it further organization . . . Let us briefly analyze the social organization of a town or village community.

Municipally there is the town or village council, with committees on finance, management, etc., with special commissions in some cases for the management of parks, waterworks, cemeteries, etc. In education there is the Board of School Trustees with its sub-committees; the Library Board; the Home and School Association. In religious fields there are the numerous Churches with Sunday Schools. Missionary Societies, Epworth Leagues, and Men's Clubs. In recreation and athletics there are likely the usual baseball and football clubs the tennis club, curling and bowling clubs, and the unorganized play of the streets and school. In patriotic and philanthropic work there is a Red Cross, the Daughters of the Empire, the Children's Aid, the Women's Institute and the Board of Health. In fraternal concerns there are half a score of lodges. For the promotion of business there is the Board of Trade and the Agricultural Society. For social entertainment there are whist clubs, euchre clubs, assembly clubs. For music there are choirs, bands orchestras and possibly a choral society.

Surely, with all these organizations, the social well-being of the community is secure. It is just here that danger lies. As the man in the woods cannot see the forest for the trees, or the man in the crowded centre see the city because of the houses, so the people of a community often cannot see or do not see their community needs because there are so many groups hindering one another by overlapping. While the School Trustees are busy looking after the machinery of education, a great many boys and girls are leaving the schools inadequately educated. While the Library Board is diligently providing reading facilities, a large part of the population never use them or even discover them. While the Missionary Society is concerned with the faraway problem, heathenish conditions may be developing at home. While the older men are enjoying their leisure at their bowling green, the younger fry of the village are greatly in need of a decent "swimming hole." While the lodges are selfishly enjoying their fraternalism, the young people are growing up without the benefit of a wholesome community fraternizing in social clubs.

There is a great need in such cases of a **Community Parliament**—a clearing-house for social agencies.—Social Welfare.

**VANCOUVER'S EXPERIMENT IN SINGLE TAX.**

By JAMES R. BROWN.

The following article is published as showing the reasons given by the single taxer for the collapse of single tax in Vancouver. The financial statement of the city for 1919 just received is not only strong evidence of the sanity of the present system of securing income, but is flatly contradictory of the premises on which the writer bases his statements.—Editor.

From all sides we hear that the Single Tax has failed in Vancouver, B.C. This statement is always made by opponents who do not seem to know what the Single Tax really is and are also ignorant of the facts of Vancouver's tax experiment.

**What is the Single Tax?** The Single Tax means one tax in lieu of all other taxes, and that upon what is commonly called land value, that is, the value of social service and presence of population that attaches to land independent of the value of all improvements thereon or therein; and by this one tax, to raise all revenue, Dominion, Provincial and Municipal. The assumption is that if all revenue was raised in this manner, it would absorb so much of the economic annual value for use; that the reward that now goes to the land speculator would disappear, and no land of value would be held out of use, to the detriment of labor and capital.

If any man will take the trouble to get a clear conception of the Single Tax, and also acquaint himself with the facts of the Vancouver experiment, he will never again be so unfair and so foolish as to say the Single Tax failed in Vancouver.

Vancouver never had the Single Tax, nor even a reasonable approach to it.

British Columbia has a provincial law that fixes a maximum rate of 20 mills, aside from debentures and schools. Money in British Columbia is worth not less than 8 per cent. These two facts are conclusive proof that Vancouver never had the Single Tax. What Vancouver really did was to abolish in 1908, all taxes upon improvements. At this time land values were tremendously inflated and a 20 mill tax produced sufficient revenue for municipal purposes.

The effect of not taxing improvements resulted in a great stimulus to building and improving. Capital began to flow into Vancouver, which naturally made a great demand for land, and as the 20 mill tax on land values was not sufficient to hold down the selling price of land a great land boom resulted.

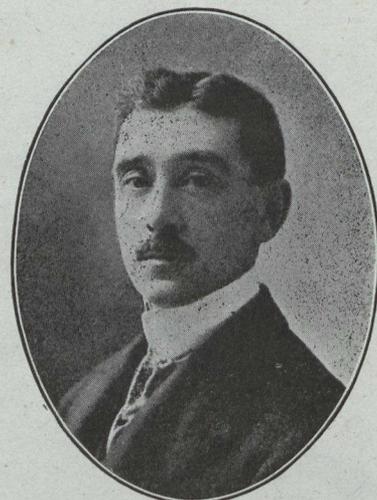
This boosting of land prices, due to the failure to collect a sufficient amount of land value for all governmental uses was the undoing of Vancouver. The false promise of the temporary prosperity lead Vancouver to spend money like a drunken sailor ashore, bonds were freely issued, and debts for future settlement were piled up. Like all bubbles the land boom had to burst. It did burst in 1915, and in bursting it shrank the base of taxation so seriously that a 20 mill rate would no longer raise sufficient revenue to meet the excessive demands growing out of the wild orgie of bad financing during the boom period.

Another factor entered at this period to further embarrass the finances of Vancouver. Owing to the war, the population shrank from 122,000 at the beginning of 1913 to 95,000 at the end of 1916. Again, the moratorium act of the Dominion Parliament added greatly to the liability of Vancouver to collect taxes; and the people, mostly speculators who had bought land during the boom at ten times its real value, discovered they were stuck. They not only refused to put any more money into the land, but they declined even to pay taxes on land for which there was no hope of ever getting back any part of the inflated purchase price.

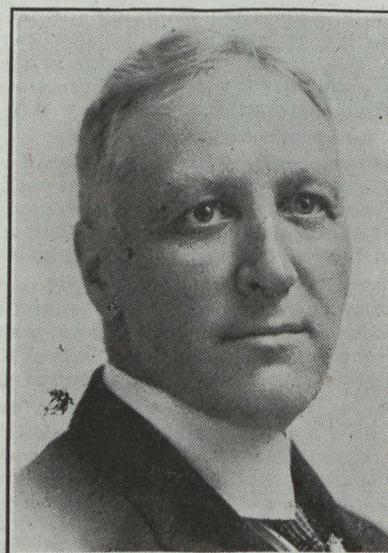
The cure for Vancouver's troubles was not to go back to taxing improvements, thereby restricting progress and increasing the cost of living, but to amend the Provincial law so as to allow municipalities to have as high a tax rate as necessary to raise all public revenue from publicity created value, namely land value. Whether there is \$10 or \$10,000,000 to be raised the only just, wise and business-like way to raise it is to apportion it among citizens according to the services and advantages they receive from the government; and the value of land is the only true and just measure of the services and advantages the citizen enjoys. The remedy for the lack of justice is more justice.

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Bridgewater, N.S., Sec. Nova Scotia Union;  
First Vice-President.



**MAYOR ALEX. THURBER,**  
Second Provincial Vice-President.

**THE FINANCIAL POSITION OF EDMONTON**

City Comptroller D. Mitchell in his annual statement shows that the City of Edmonton, Alta. is making good progress, due largely to the improved percentage (69 per cent) of collection of current taxes. "Another favorable aspect of the City's financial position" says Mr. Mitchell "includes a reduction in the Net Funded debt of \$669,219.09 from that of 1918; a surplus of \$53,359.72 on General Revenue Account; a Net Surplus on the combined operations of the Civic Utilities of \$147,147.83; and a further addition of \$359,346.26 to Reserve against Uncollected Taxes.

"The year 1919, which closed without an overdraft, was commenced with an indebtedness to the bank on Current Account of \$873,404.73, which is merged in the Short Term Loans and Notes outstanding as at 31st December last, and which amount to \$5,456,564.29 as compared with \$5,395,488.08 a year previous.

Referring to the difficulties of exchange, the Report says:—

"The continued adverse state of U.S. exchange imposes a severe tax in remitting that portion of funds required in New York, which amount to \$974,000.00 the balance of the maturities being held locally." Of the importance of building up a good reserve, Mr. Mitchell observes:—"The abnormal amount of tax arrears still remaining due to the City accordinly emphasizes the importance of the reserve which has been created to offset any shrinkage which may occur in these arrears as a reliazable asset. This reserve to which \$359,346.26 has been added during the past year, of which \$100,000 was contributed from the Tax Levy, the balance being the difference between estimated interest penalty and the actual—now amounts to \$695,077.97. A further addition to the reserve has been included in the current year's Tax Levy of \$150,000 and it is fully expected that by the end of 1920, the Reserve will at least have reached \$1,000,000.00."

Like all other municipalities the cost of administration of the City of Edmonton was increased considerably, the controllable expenditure amounting for 1919 to \$912,453 as against \$720,626 for 1918 an increase of \$191,827. In commenting on the increased cost of administration the report says:—"The economic conditions of the past two years, but especially in 1918, have not been conducive to normal cost of administration, arising out of the universally increased scale of wages for service and prices of commodities. The demand therefore, is the more potent to use every effort to secure increased efficiency and the elimination of all but the most essential operations until the situation in these respects has improved. Indeed at no time since the war commenced has there been any greater need for careful nursing of the city's financial position than at the present time; and only with conservative management will ultimate recovery from its difficulties be assured."

**Civic Utilities**

"The operation of the several public utilities during 1919, resulted in producing an unprecedented net surplus of \$147,147.85 as contrasted with \$14,274.90 for the year previous.

The combined revenues for all the Utilities amounted to \$2,150,737.00 as against \$1,708,991.92 for 1918, as appears from accompanying analysis:—

**Cross Earnings of Utilities**

	1918	1919
Electric Light and Power . . . . .	538,709.81	640,744.34
Street Railway . . . . .	607,185.82	682,715.19
Telephone . . . . .	286,266.47	633,059.33
Waterworks . . . . .	376,829.82	401,399.75
Power House (since Sept. 3r, 1919)		92,820.37
	<u>1,708,991.92</u>	<u>2,150,737.00</u>

**Expenditures. Operation and Maintenance.**

Electric Light and Power . . . . .	266,240.51	329,281.43
Street Railway . . . . .	395,926.43	487,727.24
Telephone . . . . .	90,341.26	112,953.99
Waterworks . . . . .	188,710.77	210,185.73
Power House . . . . .		100,478.11
	<u>941,218.97</u>	<u>1,240,626.60</u>

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Capital and Depreciation Charges	753,498.05	762,962.57
Net Surplus . . . . .	14,274.90	147,147.83

### OUR MUNICIPAL BONDS

I do not see anything wrong in practice with the principle of issuing municipal bonds to pay for paving city streets, but the less it is necessary to resort to this practice the better. The matter should be governed by strictly business practice. Sometimes it is good tactics for a man to mortgage his house; sometimes not.

The greatest difficulty is the temptation which municipal bonds offer to municipal councils to spend money in this generation, have paved streets and the political credit that may be had by paving them, and at the same time maintain a low tax rate to show the people at election time so they will keep his party in office.

Most of our cities have been through just this experience, but they do not wake up to the true condition of their municipal affairs until it is too late, and the city credit has been pledged to such an alarming extent that the evidence of it cannot longer be kept out of the tax rate.—Chas. A. M.

"A broken stone base is a great assurance against injury from frost action. An added assurance against injury is the employment of an asphalt filler which possesses qualities of adhesion and cohesion sufficient to hold the brick in place, and yet afford a yielding quality which results in an adjustment and readjustment following any expansive force. Therefore, a combination of the two, a rolled broken stone base with an asphalt filler, unites against injurious effects in a most wonderful way."

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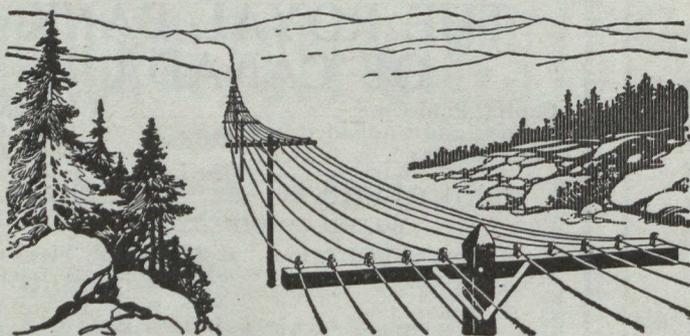
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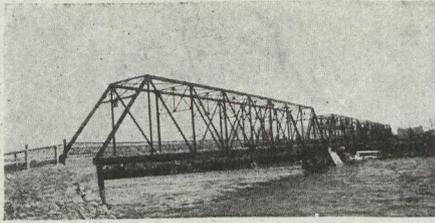
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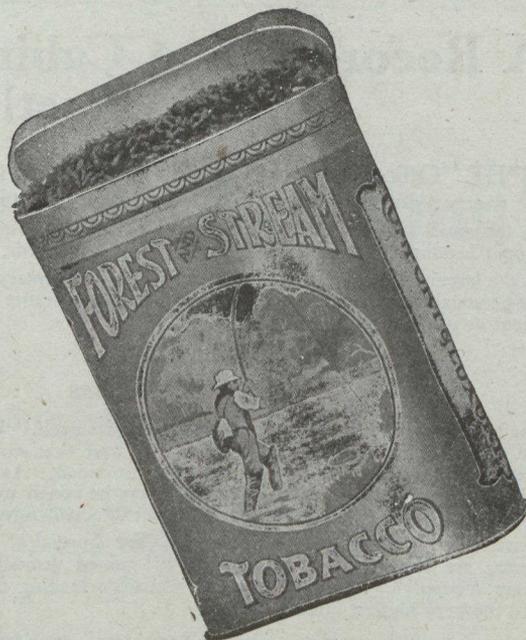
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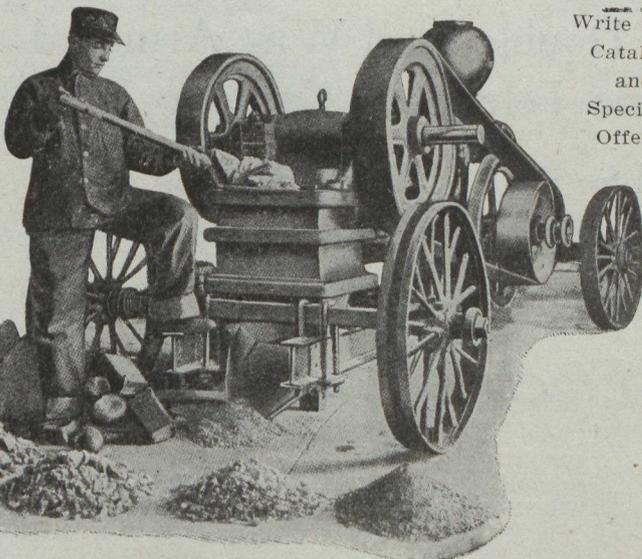
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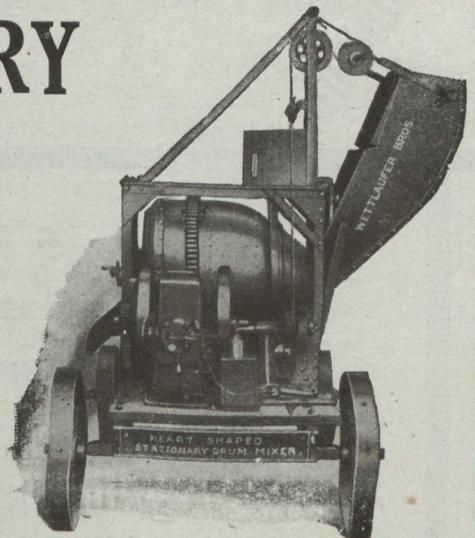
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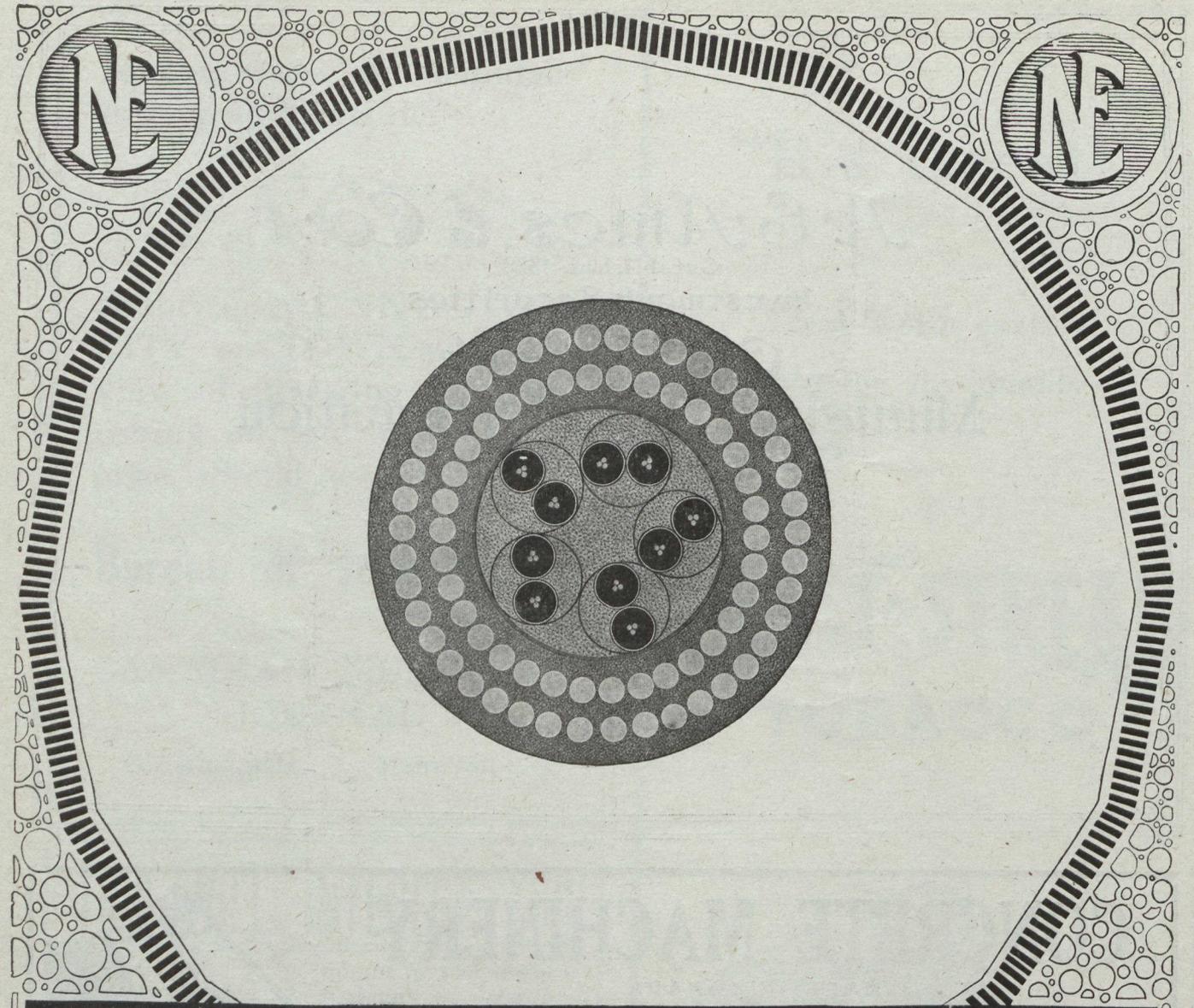


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