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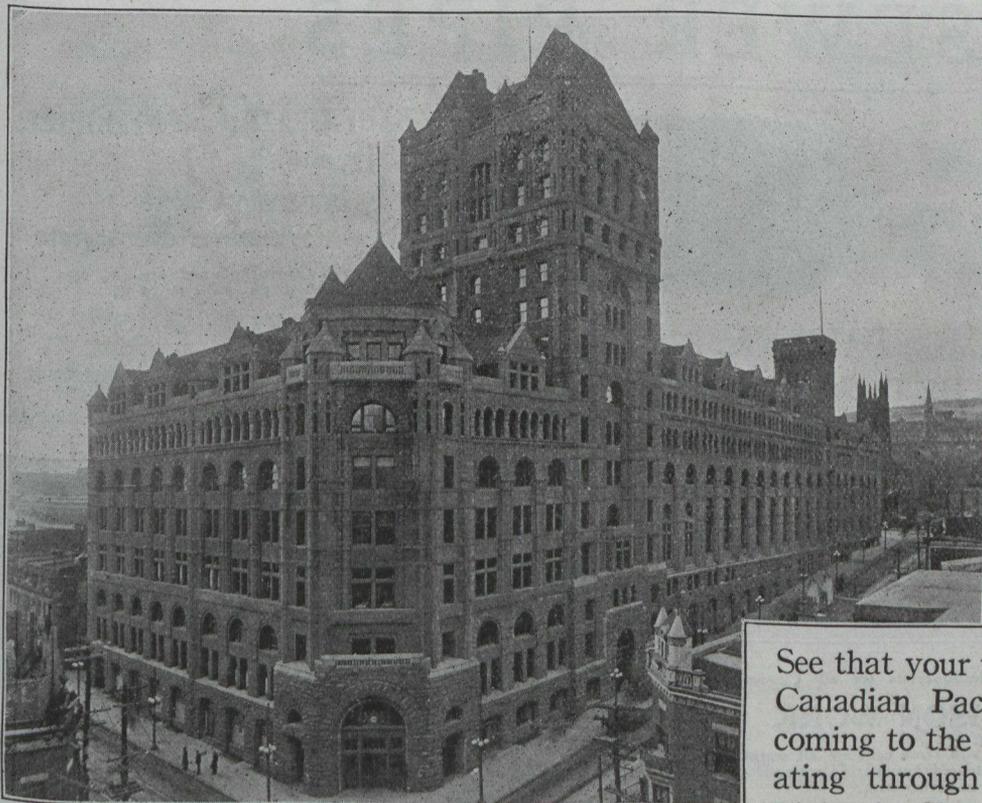
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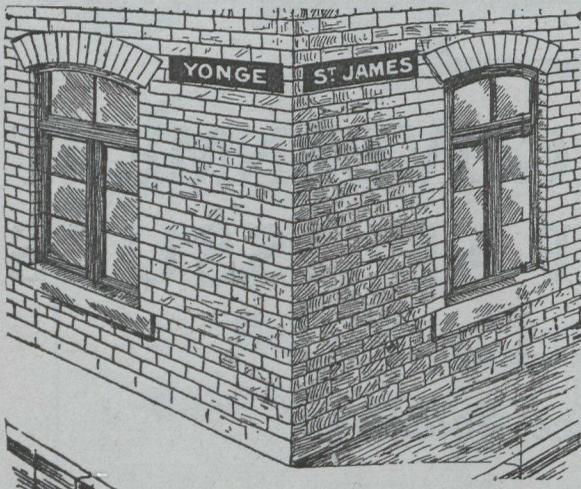
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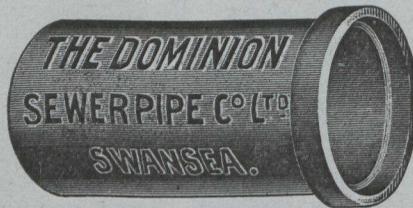
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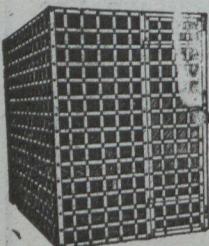
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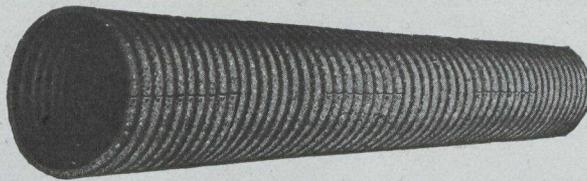
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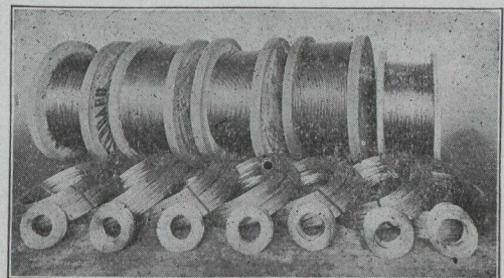
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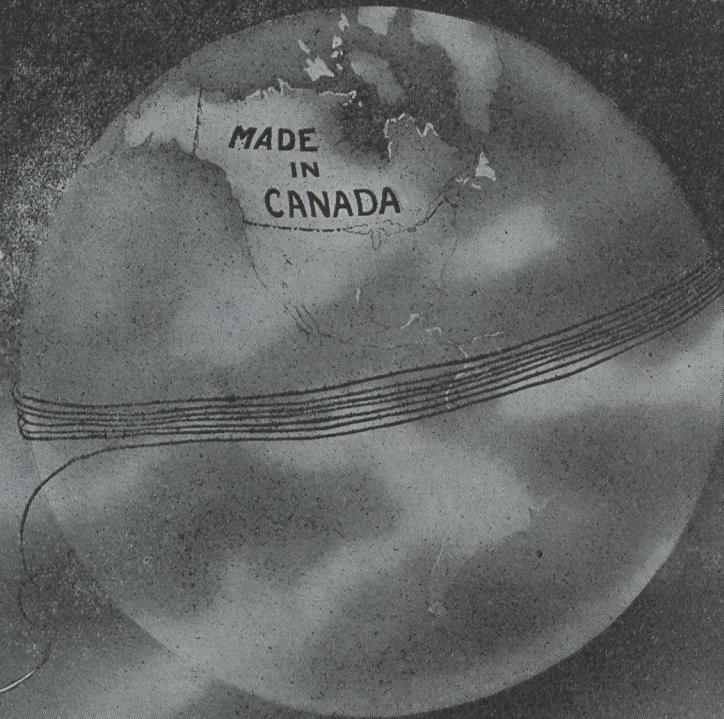
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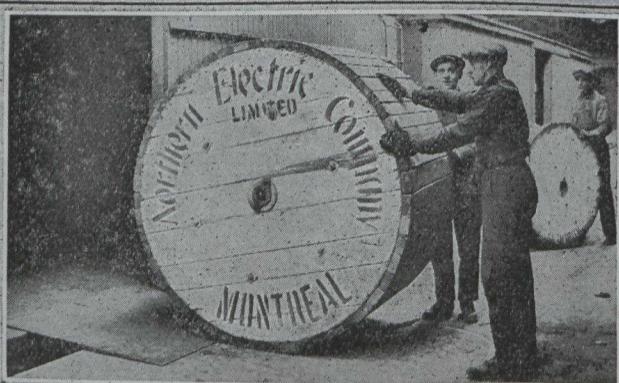
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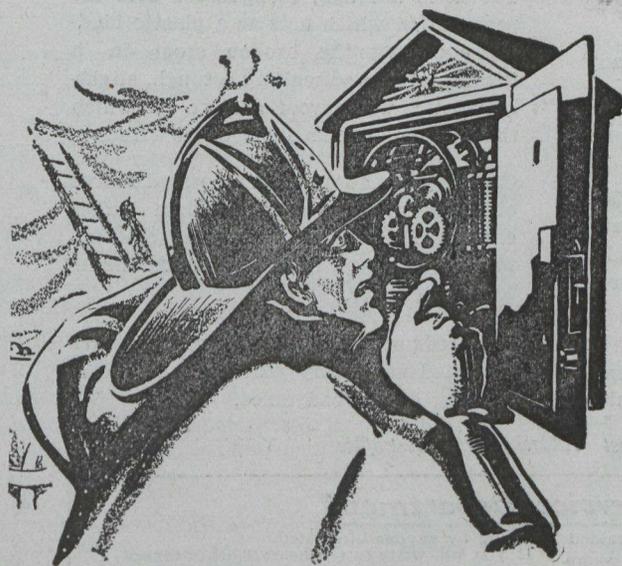


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Official Organ of the Union of Canadian Municipalities

"Municipal from cover to cover"

Circulates in every city, town and village

Vol. XII

AUGUST, 1916

No 8

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Human Factor in Municipal Government

We have received a very interesting booklet from the Philadelphia Bureau of Municipal Research which is a compilation of facts and figures showing the comparative salaries of municipal servants in some of the cities of the United States and men and women in like positions in private establishments. In addition tables are given showing the lack of uniformity in the salary list of the different cities. This lack of co-ordination between salaries and duties have not only been an obstacle to legitimate promotion in municipalities to the south of the line, but in the cities and towns of Canada. It is quite a common thing to see clerks doing the same work (though in different departments) receiving different salaries. This cannot be conducive to efficiency, and the sooner a standardization of salaries can be brought into effect the better for our municipal service.

In the introduction a particularly interesting statement is given as follows:—

"There is a growing realization in private industry as well as in public service that the maximum of efficiency cannot be obtained unless greater attention is given to the human factor in achievement. During the past century, machinery and large scale production have accomplished a great deal, and their possibilities are still enormous; but we are learning from experience that even modern machinery and a huge organization can be made more effective by the effort of individuals. In public affairs, until recently, we have relied very largely on changes in party con-

trol and alterations in form of government to correct the conditions that made for waste and inefficiency, but here as in private business the importance of the worker himself is becoming more generally recognized."

We have always maintained that the weakness of municipal government in the United States is that they have too much system, no allowance being made at all for the human element. In fact, it would seem that with the exception of heads of departments ordinary officials have never been even considered as cogs in the wheels of their municipal machinery, and the heads themselves are so bound to some one system that they are afraid to use their own initiative. To our mind the human element in municipal life is of far more importance than any system—however good it might be. The highest standard of efficiency can only be brought about by the creative brain of the individual being brought into co-ordination with his fellows. That is, the co-operative mind of a municipal corporation will give better results when working from within, provided the fundamentals of municipal government are observed, than when a set plan is laid down which must not be deviated from. It is the personnel that is the chief factor in municipal government, whether it be in the executive or the staff, and that form is best which takes into consideration the frailties of human nature. What that best form is is not in our province to say for though practically every form of municipal government is in existence in Canada, they have been successful just so long as the personnel has been the right one.

Infantile Paralysis

Owing to the menace that Infantile Paralysis presents to the municipalities of Canada by the proximity of the epidemic that has spread itself over the City of New York, a great responsibility rests upon the health departments of our urban centres to prevent the dreaded scourge from invading this country. At this time of writing there do not seem to be many cases of Infantile Paralysis in the Dominion—or if there are they have not been made public—but the danger is too near our doors to be treated with indifference. Canada is specially fortunate in the wholesome physique of the people, as compared with older countries, and it would indeed be a bad day for her if the disease, which is now scourging the United States, was to secure a hold here, as can be testified by those who have seen the awful results.

The disease itself would seem to be the result of an attack by an organism or parasite on the contents of the spinal cord. The healthy child is just as subject to infection as the weakly, and the attack comes quickly. Children have been quite well and healthy at breakfast time and cripples an hour afterwards. While infantile paralysis is not new (it has been somewhat prevalent for a long time in Scandinavian countries, though not to the extent of an epidemic) medical science does not seem to have successfully grappled with the disease, beyond coming to the conclusion that the best preventatives are cleanliness and open air isolation. The insisting on both of these necessary precautions are within the province of municipal councils and their medical staffs, and a rigorous campaign of hygienic education should be the order of the day in every community. The New York authorities have stopped all children under the age of sixteen attending motion picture shows and are even killing off the cats and dogs in the city to stop the risk of transmission as much as possible, though no direct evidence has been forthcoming that the disease has been spread by these domestic animals. The American authorities are taking no chances now, neither should the civic authorities of Canada. We must take heed of New York's warning with its toll of thousands of young stricken children. We cannot afford to play with the danger.

Among the few medical men who have made a study of infantile paralysis is Dr. Simon Flexner, of the Rockefeller Institute. Some of his conclusions taken from the New York Times might be quoted as follows:

"Poliomyelitis, or infantile paralysis, affects chiefly, but not exclusively, young persons; it may and not infrequently does affect adults and no age is absolutely free of danger of infection."

"The virus of infantile paralysis exists in the secretions of the nose and throat and in the intestines. Hence the mode of spread may be by kissing, coughing, and sneezing, which carry the secretions of the nose and throat from one person who may be infected to other persons.

"Since the disease attacks by preference young children and infants whose nasal and mouth secretions are wiped away by mother or nurse, the fingers of these persons readily become contaminated. The care of other children by persons with contaminated fingers may, therefore, lead to the conveying of the infectious micro-organism indirectly from the sick to the healthy. This danger also exists in connection with vendors of food which is eaten uncooked. The existence of cases of infantile paralysis in the homes of vendors of food is, therefore, a perpetual

source of danger. Dissemination can be made by means of house flies.

"Treatment involves isolation of the actually ill, proper care and destruction of contaminated discharges, supervision of persons in contact with the ill and of all vendors of food, exclusion of all flies, and general sanitary control of the personnel and habitations of families in which the disease exists.

"No age is absolutely free of danger of infection, although infantile paralysis affects chiefly young persons. It not infrequently affects adults. Moreover, as indicated, the disease is one that can be communicated by healthy persons who have been in contact with the sick, but who are themselves well."

The idea of contagion in respect to epidemic poliomyelitis is not a new one, but appeared in the literature of more than a quarter of a century ago, and of late has been frequently invoked. The clinical course of the disease indicated an infectious origin, but up to very recent times no convincing knowledge concerning the nature of the agent causing infantile paralysis existed. The epidemic of 1907 in this country (United States), in France and in Germany led to a renewed study of the nature of the infection, in the course of which the more subtle and recent methods of bacteriology were employed.

These methods led almost simultaneously, in the United States, by Dr. Lewis and myself, and in France, by Landsteiner and Levaditi, to the discovery that the infectious agent was an extremely minute micro-organism that readily passed through the pores of earthenware filters and constituted, therefore, an example of the so-called filterable viruses, of which at the present time several examples are known to cause infectious diseases in man and the lower animals. The filterable nature of the virus has now been confirmed wherever the subject has been accurately investigated. On acquisition of the fact of the nature of this virus, and of the further fact, on which the discovery of the nature of the virus actually depends, that both the higher and lower monkeys are subject to the experimental disease, rest the recent great advances which have been made in the investigation of infantile paralysis.

The chief terror of the disease lies in its appalling power to produce deformities. When death does occur it is not the result, as in many infections, of a process of poisoning that robs the patient of strength and consciousness before its imminence, but is caused solely by paralysis of the respiratory function, sometimes with merciful suddenness, but often with painful slowness, without in any degree obscuring the consciousness of the suffocating victim until just before the end is reached. No more terrible tragedy can be witnessed.

Caused By a Fly.

A very interesting hypothesis is given in the Boston Transcript by Mr. Philip A. E. Sheppard, who has made a special study of the disease since 1909. He asserts that infantile paralysis is carried by a species of stable-fly, a biting fly, known as *Stomoxys calcitrans* (Linne), basing his belief, for one reason, on the fact that the occurrence of the disease in epidemic form is nearly identical with the life incidence of this fly. Infantile paralysis, in its epidemic form, has never appeared to any great extent until some time in May, one month after this particular stable-fly has begun to appear in abundance. Although the hypothesis has been challenged, this reason, and a number of others, keep Dr. Sheppard still convinced to-day of its acceptability, pending disproof.

THE TROUBLESOME BOY.

If there is one lesson more than another that social workers should learn it is to maintain their faith in the troublesome boy, and never give up in their determination to pull him safely through the unsettled, wayward years of adolescence. With faith and perseverance the ultimate reward is certain, even though we may never know in actual experience of the reformation and steady life.—J. J. Kelso.

THE CONVENTION

Before this month is over municipal Canada will have had the greatest convention in its history, though many splendid meetings have been held by the Union of Canadian Municipalities and the different Provincial unions. The complications of municipal government have grown so great in Canada that no council can now afford to be unrepresented at these meetings. Civic finance in itself is so big a problem that the very latest knowledge and experience must be at the disposal of each council if municipal credit is to be kept up. This can be best secured by personal attendance, not only to get the full benefit of the papers, but for the first hand knowledge only to be gotten by contact with men who have successfully solved some of the problems still unsolved by one's own council.

And, as we have already pointed out in these columns, civic government is not confined to the collection and spending of the people's money. As the municipality grows so the responsibility of the council increases, in fact, one might say new responsibilities and duties are added every day, as those who have been in municipal harness long enough realize. The citizens to-day look to their councils to lead in every public movement which at one time were taken up by private citizens. While this is a compliment to the public spirit of Canada's

mayors and aldermen the extra work entailed makes their positions no sinecure. But since the burdens have been taken up by most councils it is well that they should know how best to carry them, and no doubt the executive of the U. C. M. had this in mind when preparing the programme for this year's convention.

The programme is given on another page and all that is required to make the convention the success it deserves is a representative attendance of mayors, aldermen and officials, and from the many favorable replies already received the officers of the Union will not be disappointed.

CIVIC PREPAREDNESS

When this war is over Canada will be face to face with the greatest opportunity of her national life, now made possible by the extreme sacrifice of so many of her sons and daughters, and which she has not only the right to, but must grasp if those great sacrifices have not been made in vain. How she will be able to take advantage of the opportune moment depends absolutely on the preparations being made now by the citizens through their public bodies, whether they be Federal, Provincial or Municipal; but especially municipal for the principal reason that owing to the exigencies of their office civic representatives are in daily touch with the people—hence their greater responsibility in rising to that standard of preparedness so magnificently set by our men and women who are today representing us on the fields of Flanders.

LAND VALUE TAXATION ADOPTED BY SYDNEY, NEW SOUTH WALES.

The largest city on the Australian continent, Sydney, the capital of New South Wales, will hereafter raise its municipal revenues by land value taxation. A correspondent of The Public writes:

"On the thirteenth day of April the Sydney City Council decided to impose all its taxation, or rates, on the value of land apart from all improvements. This reform has been demanded for years. At the recent City Council elections a majority was elected in favor of it. . .

"The area controlled by the City Council is comparatively small. It is surrounded by forty suburban municipalities and one shire. The total area is 123,299 acres. The latest population figures are 713,260, and the value of land is set down at £53,138,686. Proposals for a Greater Sydney have been talked about for years, and a scheme drawn up, but no progress has been made with it. Throughout the whole of that area the whole of the municipal taxation this year will be drawn from the value of land exclusive of all improvements, except several hundred pounds in a couple of the suburban areas. There are no taxes on personal property.

"In addition to the metropolitan area given there is an outer area where quite a number of city business men and workers live. It comprises at least 400,000 acres, increasing the population to 800,000 and the land values to £60,000,000. In this outer area all local taxation is drawn from the value of land only, except in the municipality of Parramatta. This is a very slow, old-fashioned place, which has not been able to keep abreast of the times, but even in Parramatta fully three-fourths of the local taxation is drawn from land values.

"Sydney and the surrounding suburbs now show the most striking example to the world of the practical application of the principles of Henry George. Here you will find an installment of the single-tax system working in its best and simplest form. Not even in the United States is there such a monument to the genius and humanity of the Prophet of San Francisco. The suburbs and the rest of the state have for years obtained nearly all their taxation from land values. The success of the system is universal and unquestioned. Most people wonder how it is that it was not adopted sooner."

MUNICIPAL FREE LEGAL AID BUREAU.

The city of Lincoln, Neb., has an ordinance, introduced by the mayor, which authorizes the establishment of a free legal aid bureau, where persons unable to pay lawyer's fees can obtain legal advice. The bureau was opened in October, 1915. Since that time it has handled 197 cases and has collected in wages for its clients an amount approximating \$750.

The text of the ordinance establishing the bureau is as follows:

Section 1. There is hereby created a free legal aid department of the city of Lincoln, Nebraska.

Section 2. Said department shall be under the supervision and direction of the commissioner of public affairs, and shall be conducted by the city attorney.

Section 3. The city attorney shall, upon request by residents of the city of Lincoln, who are not financially able to employ counsel, such inability having first been shown to the satisfaction of the city attorney, furnish such persons legal aid and advice, and defend them in any civil litigation in which, in his judgment, they are being persecuted or unjustly harassed.

The city attorney shall prosecute for such persons actions for the collection of wages or other demands in cases in which the sum involved does not exceed \$100.00, and in which, in the judgment of the city attorney, the claims are valid and enforceable in the courts.

Section 4. The city attorney is hereby authorized to utilize the assistance of any member of the bar who has volunteered to assist in the work of said department, or any law student of the University of Nebraska, who may be assigned by the faculty of the law college of the University of Nebraska for work in said department, or other person whose training and ability makes him competent to act and who has volunteered to aid in such work.

Section 5. For the services performed in said department no fee or charge shall be made either by the city attorney or deputy city attorney, or any member of the bar or other person who has volunteered to aid in the work done by said department.

Section 6. The city attorney shall, annually or at any time when demanded by the city council, report to the city council the work done by said department.

Section 7. This ordinance shall take effect, and be in force from and after its passage and publication according to law.

Houses and People

MARJORIE W. GREGG.

Miss Gregg, as a community worker, had an opportunity of studying the housing conditions in Toronto, and the following study is interesting as giving the impressions of a young mind starting on the road of unselfish work for the advancement of her fellow citizens.

The home is an institution of vital importance. If it is a place where each member of the family can find satisfying nourishment and recreation for the body; ("an habitually undisturbed standing ground or sleeping place") a sense of security and restful mental quiet, as well as stimulating intercourse with kindred minds, and a healthy atmosphere for spiritual growth; he will be apt to become able and willing to "do his bit" as a worthy citizen of the world.

The importance of "The Housing Problem" arises from its relation to the home. It is possible to find a good home in an unhealthy and overcrowded slum dwelling. It may be even less difficult to discover a bad home in a well built up-town residence. But it cannot be denied that unpleasant and unsanitary surroundings are a serious handicap to home life, and make its establishment and maintenance exceedingly difficult.

A healthy, normal child may be born and reared in a squalid, damp room in a tenement basement. It may live upon scanty and unwholesome food, find its education and amusements in the streets of a city without ever entering a school or a church, daily hear profane language and witness street fights and a variety of crimes, begin at an early age to run a heavy factory machine, and yet to remain sound in body, mind and character. But he stands a poor chance of escaping disease and ignorance and moral contamination. For his home, in spite of earnest endeavor on the part of well-meaning parents, is a weak and fettered competitor with the attractive clamour and gaudy coloring of the street. "And will not children growing up with little home life create homes with less?" Thorough study of the subject has proved beyond a doubt that slums result in untold evils for the entire municipality in which they are permitted to remain.

The existence in every Canadian city of houses that are unfit for human habitation, together with the fact that the authorities allow these places to continue to be the so-called homes of men, women and children, constitute a difficult and perplexing problem, which is two-fold. Bad living conditions not only indicate a low level of human attainments and human ideals, but also tend to make that level still lower. The housing problem involves two factors, the houses and the people, and both must be changed."

Primitive dwellings, in which men first sought shelter from the elements and from the ravages of wild beasts were very rude structures, the product of undeveloped minds and hands that had not yet learned their cunning. But modern, up-to-date houses represent an output of human energies and skill that is varied and remarkable. The production of an ideal abiding place for families demands that municipal legislators enforce regulations for the use and development of land for building purposes; that men of science shall have spent long years of experiment and research to discover the laws of civics, economics, sanitation and construction that business men exercise all their faculties to secure capital; that architects and artisans of many trades combine their knowledge and industry in planning and manufacturing and skilfully assembling the various parts of the buildings; and, finally, that the occupants of the houses produce and maintain in them a healthy and happy atmosphere.

Old as is the housing problem, the problem of people is still more ancient, for they are ven more complicated than houses. The alderman and the scientist the architect and the carpenter, each is a unit in a very complex society, and each possesses a marvellously formed body, an unfathomable mind, and a mysterious something called a soul. Each is a person with thoughts and prejudices, aims and ideals.

There is no excuse to-day on the ground of ignorance, for the erection of improper dwellings or for the steady and unhindered deterioration of houses built by former and less enlisted generations. But there continues in Canada a lack of interest in the enforcement of existing laws, and in the application of available knowledge, with the result that bad housing conditions are being created afresh by careless, avaricious and inefficient people, and if housing conditions are wrong it is people alone who

have the power to right them. But if the will to bring about the reform is lacking there arises the difficult question of the transformation of the attitude of the individual and of society. It is a problem which the physician, the professor, the preacher and the political reformer will do well to study more.

The subject of houses and people is not only important and many sided. It is also universal, for it exists everywhere and concerns everybody. The responsibility for its solution in our Dominion rests upon all the citizens of all the municipalities in the land, for each man and woman can do his or her share in forming public opinion, in demolishing things that are a disgrace to Canadian life, and in bringing about a desirable state of affairs if not in a whole city or in a whole town at least in one home.



EX-MAYOR PETER McARA, REGINA.

We congratulate Mr. Peter McAra, who has served as Alderman and Mayor of the City of Regina, on his appointment by the Government on the board of the Grand Trunk Pacific Railroad. Some years ago he was president of the Saskatchewan Union of Municipalities, and a vice-president for the province on the executive of the Union of Canadian Municipalities, and to-day is a member of the Regina Board of Trade, of which he was once president. Born of Scottish parents in India, in 1862, and educated in Edinburgh, he came to Canada to enter the insurance business. He is now head of the firm of McAra Bros. and Wallace, Financial Brokers, Regina.

AN EASY METHOD OF PURIFYING WATER.

The following method of purifying small quantities of water was worked out by Dr. G. G. Nasmith and Dr. R. R. Graham. It was originally designed for prospectors, campers and for use at summer cottages, and has been copied all over the world. It is essentially the same method that is being used to protect the water supplies of our soldiers in France.

Take a level teaspoonful of Chloride of Lime and rub it up in a teacup with a little water to a thin paste free from lumps. This should be made up to a cupful and diluted with three more cupfuls of water and poured into a bottle and tightly corked. This is a stock solution and it will keep for a week if tightly corked.

A teaspoonful of this stock solution should be added to each two gallon pail of drinking water, thoroughly mixed, and allowed to stand for a few minutes. This will give about one-half part of free chlorine to a million parts of water, which will destroy all typhoid or dysentery producing germs in 10 minutes.

With most Ontario waters this quantity will not make the water taste.

If it does in your case use a little less, otherwise not.

Get Chloride of Lime in the pound size, metallic cases. Chloride of Lime packed in cardboard cases is usually weak, and this method is worked out for chloride of lime of proper strength.—Toronto Health Bulletin.

India After the War

By R. G. PRADHAN, B.A., LL.B., M.R.A.S.

Part II.

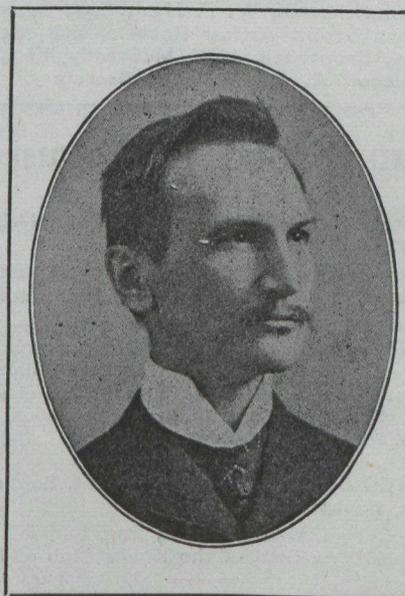
I think it must now be made perfectly clear, that there will be deep and widespread disappointment in India, if British statesmen merely indulge in generous and noble sentiments, instead of taking the people into confidence as to the policy they propose to adopt towards them in the future. The time is come when the Sovereign and Parliament ought to make a definite and solemn declaration that it is Britain's deliberate desire, intention and policy to raise India to the status of a self-governing member of the British Empire within a definite period. The autocratic Government of Russia have promised the grant of autonomy to Poland, at the end of the war; and there is no reason why a similar promise should not be made to India by the Democratic Government of Great Britain. We do not demand that self-government should be granted to India immediately after the close of the war. All that we ask is for a solemn promise that India shall have self-government within some definite period, not unduly long, and that, in the meantime, such reforms shall be steadily and consistently introduced in the existing system of government as will, as it were automatically, lead to the full establishment of autonomy at the end of that period. Such a promise would doubtless have a prodigious moral effect, and constitute by far the best and most genuine proof that England can give of her recognition of the splendid service India has rendered her in her present hour of need and trouble. That India must, sooner or later, have self-government, in order that she may realize her full National development under the British Crown, no true friend of India can deny. India cannot—ought not to—remain for ever intutelage; every force—intellectual, social, economic, political, international—is moving in the direction of her attainment of self-Government. The more clearly and frankly this is recognized, the more harmonic would be the inevitable development of the mutual relations between England and India. The present times are peculiarly favorable for a promise of self-government, and I cannot help saying that the British Government will lose a splendid opportunity of still further deepening the foundations of British rule in India, if they do not rise to the occasion, and make that promise.

Another thing that the Government ought to do, and do immediately, is to raise the civil and military status of the Indian people. There has been, no doubt, some progress within recent years in the matter of our civil status; but our military status has undergone no improvement whatever. It is extremely painful and humiliating to think that, though we are fighting England's battles on the fields of Europe and fighting them with such bravery and heroism as to have evoked the admiration even of our enemies, we cannot yet hope to rise to the rank of commissioned officers, and that some sections of our people are utterly excluded from military service. Our military disabilities are extremely galling, and if they are not removed, we cannot think that our rulers place the fullest confidence in all the different sections and classes of our people. The Mohammedan subjects of the Tsar are eligible to the highest military offices; but the people of India are still condemned to non-commissioned officers, and however competent and brave they may prove themselves to be, they cannot aspire to rise higher. Surely, this great injustice ought to be removed as early as possible. In the same way, though, as I have said above, it has latterly been improved, our civil status still demands further improvement. At present, the higher appointments are practically monopolized by Europeans, and only a very small proportion is filled by Indians. This makes the administration unnecessarily costly, besides keeping the Indians away from their legitimate share in the administration. There is no reason why at least half the higher appointments should not be reserved for the Indians, and why these should not be eligible to be appointed to the office at least of a Lieutenant-Governor. As the matter forms the subject of inquiry by the Public Service Commission, and as the Report of the Commission is expected to be out shortly, I shall not say more on the subject.

In this connection, I should like to add one thing. I do not see any reason why Indians should not be appointed to the Ambassadorial and Consular Service. I do not say that they should be appointed Ambassadors, but surely they might be given some diplomatic training by being appoint-

ed to inferior posts such as that of a second or third Secretary or a Consul. A step in this direction, however small, will be gratefully appreciated, and still further emphasise the unity of the British Empire.

The war has brought out in strong relief the contrast between the ideals of England and those of Germany. British rule stands for justice, liberty, equality, for the full development of the various members of the Empire. Unless these ideals are meant for Europeans only, there is no reason why they should not apply to India. True, the Indian people are different from their rulers in language, religion, social and political development; but after all, they both belong to the same great Aryan stock, and their mentalities are not radically different. The Indian does not hate a foreigner as such; his culture and civilization are intensely humanitarian. And moreover, the action and the reaction that are at present going on between the eastern and the western culture and civilization are slowly but surely evolving a synthesis of thought that cannot fail to bring the European and the Asiatic races intellectually and morally nearer and nearer, as they have been already brought politically and economically. So long as British rule affords the Indian people full scope for their national development, they can have no quarrel with that rule; and if India becomes an autonomous member of the British Empire and enjoys the same freedom of growth as other members, any fear of her ever severing connection with that Empire may be dismissed as utterly groundless. We have many faults, but surely ingratitude is not one of them. We fervently hope and trust that one of the indirect results of the war will be the elevation of our status, both civil and military, within the great Empire to which we are proud to belong, because we feel confident that through the noble ideals of the Empire alone can our national regeneration become an accomplished fact. After the end of the war, British statesmen will have to apply themselves not only to the problem of remaking the map of Europe, but also to the no less important problem of raising the status of India, so as to bring it into a line with that enjoyed by the self-governing members of the Empire. Any result of the war short of this, so far as the people of India are concerned, will be keenly disappointing.



W. D. LIGHTHALL, K.C.,
Hon. Sec. U. C. M.

Who Will Introduce the Subject
of

"Different Forms of Municipal Government in Canada"

at the
U. C. M. Convention.

PROGRAMME of the CONVENTION

Of the Union of Canadian Municipalities to be held
in the City Hall, Montreal, August 21, 22, 23.

Monday, August 21
10 a.m.

MEETING OF THE EXECUTIVE IN THE COMMITTEE ROOM

ARRANGING FOR PROCEEDINGS

INFORMAL RECEPTION AND INTRODUCTIONS

2 p.m.

OPENING OF CONVENTION

ADDRESS OF WELCOME

HIS WORSHIP MAYOR MARTIN OF MONTREAL

REPLY ON BEHALF OF THE DELEGATES

PRESIDENTIAL ADDRESS

HIS WORSHIP MAYOR CHURCH, TORONTO
(President of the Union of Canadian Municipalities)

REPORT OF THE HON. SECRETARY-TREASURER—

A Review of the Activities of the Union

W. D. LIGHTHALL, Esq., K.C., Ex-Mayor of Westmount

FINANCIAL REPORT OF THE ASSISTANT SECRETARY

G. S. WILSON, Esq.

REPORT OF OUR PARLIAMENTARY AGENT

FRED COOK, Esq., Ex-Mayor of Ottawa.

REPORTS FROM THE AFFILIATED PROVINCIAL UNIONS:

Union of Manitoba, R. Forke, Esq., Secretary.
Union of British Columbia, H. Bose, Esq., Secretary.
Union of Alberta, A. W. G. Allen, Esq., Secretary.
Union of Saskatchewan, W. F. Heal, Esq., Secretary.
Union of Nova Scotia, Arthur Roberts, Esq., Secretary.
Union of New Brunswick, J. W. McCready, Esq., Secretary.
Union of Quebec, A. Angers, Esq., Secretary.

8 p.m. Monday, August 21

1—MUNICIPAL RESPONSIBILITY IN CANADA'S PREPAREDNESS.

Introductory Paper by FREDERICK WRIGHT, Esq.
(Editor of the "Canadian Municipal Journal")

To meet the conditions that will arise as a consequence of the war, and which will affect the municipalities even more than the other administrative units in Canada, the city and town councils cannot get to know too soon the extent of their individual responsibility.

2—RETURNED SOLDIERS—Employment, Soldiers' Homes, Hospitals, Memorials.

A. R. DOBLE, Esq.
(Founder and President of the Khaki Club of Montreal)

3—THE PATRIOTIC FUND—Federal, or Provincial, or Municipal Tax?

SIR HERBERT B. AMES, M.P.
(Hon. Secretary, Patriotic Fund)

Sir Serbert Ames, who has had a large experience in municipal work as an Alderman, has given up the whole of his time to the administration of the Patriotic Fund.

4—IMMIGRATION.

J. D. PAGE, M. D.
(Chief Immigration Officer of the Port of Quebec)

Dr. Pagé holds strong views on the proper distribution of the immigrants that come to these shores, and his paper will be of great help to those municipalities who are overburdened with undesirables.

5—PUBLIC EMPLOYMENT OFFICES.

B. M. STEWART, Esq.
(Chief Statistician (Federal) Department of Labour)
Unemployment is always a bugbear to urban municipalities, and Mr. Stewart's paper will do much to enable councils to eliminate it.

6—ENCOURAGEMENT TO INDUSTRIES.

OPEN FOR SUGGESTIONS.

7—THE TOWN PLANNING OUTLOOK

THOMAS ADAMS, Esq.
(Town Planning Advisor, Commission of Conservation, Ottawa)

As some of the provinces have already adopted a Town Planning Act, as drawn up by Mr. Adams, it is well to know exactly how each municipality will be affected, and this paper will take up the subject in a very practical way.

8—PROPORTIONAL REPRESENTATION.

HOWARD S. ROSS, Esq., K.C.
(Member of the Proportional Representation Society of Canada)

This subject is extremely interesting at the present moment, particularly as proportional representation has been successfully tried out in Australia and in the United States. Mr. Ross is probably the best exponent of the system that we have in Canada.

10 a.m. Tuesday, August 22

9—GOOD ROADS MOVEMENT AND ITS INFLUENCE ON URBAN MUNICIPALITIES.

J. DUCHASTEL, Esq., C.E.
(President, Good Roads Association of Canada)

Mr. Duchastel has made a reputation as municipal engineer in the building of the streets of Outremont, and has made a special study of good roads in relation to the commercial and social welfare of municipalities.

10—DAYLIGHT SAVING.

HIS WORSHIP, MAYOR CHURCH, CITY OF TORONTO
(President of the Union of Canadian Municipalities)

11—HYDRO-ELECTRIC RAILWAY SYSTEM IN ONTARIO.

T. J. HANNIGAN, Secretary.
In his paper Mr. Hannigan will review what is practically the biggest municipal owned electric railway system in the world.

12—THE NEW MODEL CHARTER OF THE NATIONAL MUNICIPAL LEAGUE.

CLINTON ROGERS WOODRUFF, Esq.
(Secretary, National Municipal League of the United States)

Programme of Convention---Continued

2 p.m. Tuesday, August 22

13—A STUDY OF A CITY'S SINKING FUND.

THOMAS BRADSHAW, Esq.

(Commissioner of Finance and City Treasurer, Toronto)

14—MUNICIPAL FINANCE.

SIR FREDERICK WILLIAMS-TAYLOR

(General Manager, Bank of Montreal)

15—MUNICIPAL ACCOUNTING.

E. T. SAMPSON, Esq.

(Secretary-Treasurer, City of Outremont)

Mr. Sampson received his training in municipal accounting in the Old Country, but he has been long enough in the Dominion to adapt his English training and experience to Canadian conditions. The paper that will be presented will get down to the fundamentals of civic book-keeping.

16—HOW BEST TO INTRODUCE MODERN SYSTEMS OF MUNICIPAL WORK.

HORACE L. BRITAIN, Esq.

(Managing Director, Bureau of Municipal Research)
Toronto

17—MUNICIPAL ASSESSMENT.

ROBERT RYAN, Esq.

(Chairman, Finance Committee, City of Three Rivers)

Local assessment is a very vexed subject in most communities, and the readjustments required by new values, now taking place, demands our closest attention.

8 p.m. Tuesday, August 22

18—FORMS OF MUNICIPAL GOVERNMENT.

W. D. LIGHTHALL, Esq., K.C.

(Hon.-Sec. Union of Canadian Municipalities)

In introducing this subject Mr. Lighthall will give a general review of the different forms of municipal government in Canada.

19—ALDERMEN AND COMMITTEES.

EMERY LARIVIERE, Esq.

(Alderman, City of Montreal, President Union of Quebec Municipalities)

20—CONTROLLERS AND COUNCIL.

J. W. NELSON, Esq.

(Controller, City of Ottawa)

21—COMMISSION ONLY.

W. D. L. HARDIE, Esq.

(Mayor of Lethbridge, Alberta)

The City of Lethbridge is administered by a Commission of Three, of which Mayor Hardie is one, and as he has had experience of both the old and the new regimes this paper will have the advantage of being given by a practical exponent.

22—MANAGER.

P. W. McLAGAN, Esq.

(Commissioner, City of Westmount)

Westmount is the only city in Canada where the Manager form is in practice. Commissioner McLagan, who is a strong advocate of the system, has the advantage of first hand knowledge.

23—THE IDEAL FORM OF CIVIC GOVERNMENT AND ADMINISTRATION.

C. J. YORATH, Esq., C.E.

(City Commissioner, City of Saskatoon)

Mr. Yorath, whose first experience in municipal work was in London, England, has been wonderfully successful in Saskatoon as City Commissioner, so that his paper will be particularly interesting and instructive because of his practical knowledge gained in both England and Canada.

24—PROVINCIAL DEPARTMENTS OF MUNICIPAL AFFAIRS.

J. N. BAYNE, Esq.

(Deputy Minister of Municipal Affairs, Saskatchewan)

Since the creation of the municipal department of the Saskatchewan Government some few years ago, Mr. Bayne has been very successful as its permanent administrator, and his opinion will be instructive to those who want to know the real value of a provincial government department of municipal affairs.

10 a.m. Wednesday August 23

Election of Officers for 1916-17

Elections take precedence

25—CITY BILL BOARD ADVERTISING.

OPEN DISCUSSION.

Should property owners be allowed to disfigure the neighborhood through advertising signs?

26—TEACHING OF CIVIC GOVERNMENT IN PUBLIC SCHOOLS.

OPEN FOR DISCUSSION OF OPINION

UNFINISHED BUSINESS OF THE CONVENTION

NEXT PLACE OF MEETING

BY INVITATION OF HIS WORSHIP, MAYOR MARTIN, BOARD OF CITY COMMISSIONERS, AND THE CITY COUNCIL, THE DELEGATES WILL BE ENTERTAINED

EACH DAY THE COMMITTEE ON RESOLUTIONS MEETS AT 9.30 a.m., AT 2.00 p.m. AND AT 7.30 p.m.

A FULL REPORT OF THE PROCEEDINGS OF THE CONVENTION WILL BE PUBLISHED IN THE OCTOBER NUMBER OF THE CANADIAN MUNICIPAL JOURNAL.

All Papers Subject to Arrangement of Time for Presentation

The Public are Invited to all Sessions

Civic Government

By C. J. YORATH, City Commissioner, Saskatoon.

PART II.

(Part One appeared in July issue).

Suggested Form of Civic Government.

It is suggested that the principles which should be recognized in order to obtain successful civic government and development are:

- 1.—Popular control by proper representation.
- 2.—Division of Government Authority into
 - (a) Legislative and Financial
 - (b) Administrative.
- 3.—Experienced control of administration and development.

Election of Councils.

The principle that all governments should be subject to popular control is admitted by all democratic communities, but self-government can only be fully realized when every section of the community can give expression to its views through its own representative in the Council, which is supposed to be representative of the people.

The present majority systems of election either upon the Ward or Block Plan do not provide representation for the minority. Lord Cairns, in the course of a memorable speech, said: "There is nothing so irksome to those who form the minority of one of these constituencies so to find from the mere force of numbers they are virtually excluded from the exercise of any power."

In the Saskatoon Municipal election in 1914 the number of votes polled in the mayoralty campaign was 3,083, the successful candidate obtaining 1,491 votes, and the two unsuccessful candidates 1,592. The total votes cast for Aldermen (under the Ward System was 2,382, of which 1,377 were polled in favor of the elected Aldermen and 1,005 in favor of the unsuccessful candidates, so that of the total votes polled 42 per cent was not represented on the Council.

In the 1915 elections 1,178 votes were polled in favor of elected Aldermen and 779 for unsuccessful candidates, or of the total votes polled 39 per cent was not represented on the Council.

The above is misrepresentation, not representation of the people, and should be a sufficient reason for amending the system of electing Aldermen or Councillors, but the following are additional objections to the Ward System of election.

- (a) Seats are often won by political trickery.
- (b) A small minority of the voters in a municipality may control a majority of the Council.
- (c) The personnel of the Council may be radically changed each year by a few voters, thus preventing a continuity of policy.
- (d) The development of the city in the interests of the whole community is prejudiced by considerations of ward only.
- (e) The unequal distribution of improvements often due to certain wards being more aggressive in municipal matters than others, and the Ward Councillor or Alderman representing his own Ward and that alone.

In order to get over the many objections to the Ward System the system known as "the single ticket" or "block vote" has in some instances been adopted, but the objections to this system are just as strong as the objections to the Ward System. Under the single ticket or block system of election it is possible for one political party to control the whole Council or all the members of the Council to come from one section of the community.

It is impossible under the above systems to obtain proper representation of the people, and as this is one of the most essential requirements to obtain efficient civic government they should be abolished without further delay, and a system adopted which will assure the election of a fully representative Council.

Proportional Representation Best System of Election.

The system which is now recognized by all those who have studied the subject as the best for obtaining popular control by proper representation is that known as "Proportional Representation" first advocated by Mr. Hare in 1857. Another name for it is the "single transferable vote."

This, or some similar system of proportional representation has been adopted in Belgium, Sweden, South Africa, Tasmania, Switzerland, and is likely to be adopted for Ireland. Proportional Representation was one of the chief political issues in France prior to the outbreak of war, and a bill providing for its application to French politics has already passed the Chamber of Deputies.

John Stuart Mill, in a memorable speech in the House of Commons in 1867, in moving an amendment to the Electoral Reform Bill, said: "This great discovery (speaking of Hare's system) for it is no less in the political art, inspired me, as I believe it has inspired all thoughtful persons who have adopted it with new and more sanguine hopes respecting the prospects of human society by freeing the form of political institutions towards which the whole civilized world is manifestly and irresistibly tending from the chief part of what seemed to qualify and render doubtful its ultimate benefits But anyone who does not feel the want which the scheme is intended to supply, and one who throws it over as a theoretical subtlety or crochet, tending to no valuable purpose and unworthy of the attention of practical men may be pronounced an incompetent statesman unequal to the politics of the future."

The chief reason for electing Aldermen and Councillors by the Ward System is to distribute the representatives on the Council as equally as possible over the whole area of the municipality, or if there are seven wards an Alderman or Councillor, by obtaining a bare majority represents a geographical seventh of the City. Under the single transferable vote system the Alderman would be elected at large, but would represent one of the seventh largest groups of electors.

If each elector could give as with the "block" system of election one vote to each of the seven candidates, then the evil of that system would not be eliminated, therefore the necessity to limit the voting power of each elector to one vote.

The system of voting can best be shown by quoting the "Instructions to Voters" contained in the South African Act of 1909—

A.—Each Elector has one vote and one vote only.

B.—The Elector votes

- (a) By placing the figure "1" opposite the candidate he likes best.

He is also invited to place

- (b) The figure "2" opposite the name of his second choice, and so on, numbering as many candidates as he pleases in order of preference. The number of preferences is not necessarily restricted to the number of vacancies.

N.B.—The vote will be spoilt if the figure "1" is placed opposite the name of more than one candidate.

To ascertain which of the candidates have been elected it is first necessary to ascertain the total number of first preference votes obtained by each candidate.

If there are 7 candidates to be elected it is obvious that the number of votes required by a candidate to obtain election and represent one of the seven largest groups of electors should be slightly more than one-eighth of the total votes polled.

For instance, if the total number of votes polled is 2,488 it will be necessary for a candidate before he can be elected at the first count, to receive 312 first preference votes.

If a candidate has more than the requisite number of first preference votes required for his election the surplus votes polled in his favor are transferred to the candidate who is the second choice of the voter, and so on until the surplus votes, as well as the votes polled for the candidate at the bottom of the list are transferred in accordance with the choice of the voter. By this system of election seven candidates are eventually elected by the expressed choice or preference of the electors, and each candidate represents one of the seven largest groups of electors.

It is impossible in this paper to describe in greater detail this system of election, but attached thereto is Appendix "A," which sets out a simple case of an election by the single transferable vote given by John Humphreys in his book on Proportional Representation.

(Continued on page 452).

Denver Discards Commission Government

A very interesting explanation is given by Ellis Meredith in the National Municipal Review for Denver throwing over Commission Government. The article partially reads as follows:

By an overwhelmingly decisive vote Denver discarded the commission form of government May 9 and adopted a charter amendment which gives practically all executive power to the mayor and creates a city council of nine members.

The new charter provides for a benevolent despotism. It does not repeal the initiative and referendum nor the recall. It doesn't even repeal the preferential ballot. It concentrates all the administrative powers in the hands of the mayor and all the legislative powers in the hands of the council, with an auditor independent of both. The present auditor serves until the end of his term, and next May his successor will be elected for a term of four years, also a council of nine members to be nominated and elected by districts for a term of two years. Four of the present council have been appointed by Mayor Speer and the other five by the Denver civic and commercial association, the trades assembly, the real estate exchange, the rotary club and the manufacturer's association, and while they have just organized and have had no time to formulate plans, the general public is well satisfied with the personnel of the council.

Four departments are created, the heads of which form the mayor's cabinet; they have charge respectively of the improvements and parks, revenue, health and charity and safety and excise.

The mayor is given the power to appoint the heads of all administrative departments and the members of all commissions, boards and officers, and all persons in the employ of the city or county or any of the departments thereof whose salaries or compensations are not fixed in the charter amendments are declared to be employees and shall be appointed by the mayor or department head, and the mayor is given power to fill all vacancies. In other words, he is given complete power of appointment.

The one particular section which is nearest the heart of Mayor Speer is said to be entirely new in city governments in this country. It is short and somewhat vague, and sufficiently elastic to cover a very wide scope of endeavor, as anything has need to be when it is frankly experimental in character. Nothing is a greater mistake than hard and fast rules and limitations when embarking on an undertaking where precedents are few and success depends largely upon freedom to carry out a design that grows in the making. This section provides:

"There shall be, and hereby is, created an industrial bureau for the purpose of encouraging local industries and employment of labor. It shall be limited in its expenditures to the amount of money appropriated for its use by the city and county. It shall consist of the mayor and four members appointed by him, who shall serve without pay. This bureau shall be vested with full power of the city and county to encourage industries, stimulate trade and secure the employment of labor."

The idea of Mayor Speer, as he outlined it in his campaign, is that there are many small concerns engaged in manufacturing all sorts of things, and hampered in all sorts of ways. Sometimes there are obvious difficulties, and sometimes there are leaks that take away the profit. In one place he found the proprietor discharging a man, who almost begged to be retained. On investigation he found that the man was manufacturing an article used extensively in Denver, but imported. A little missionary work brought supply and demand together, and the employee kept his job. For months past the new mayor has been making a quiet investigation among the little shops and plants of the city, and now he has a well defined determination, rather than an exact plan, to help "to separate the men who want work from the men who won't work," and take care of both of them in the way that will be most beneficial to the community.

During his former administrations public improvements were pushed vigorously — beyond what many felt the city was able to bear. In the four years since he went out of office there has not been a great deal done in that direction. This is, perhaps, one of the innate weaknesses of commission government. Each commissioner wants all the funds he can get for his own department, and they are not willing to yield for the greater good of the community. So far as one can judge from his utterances Mayor Speer does not intend to launch out into any very extensive im-

provements which would call for increased taxation; already he has begun his promised era of economy by lopping off surplus clerks, consolidating departments, abolishing sinecures, and leaving the outside workers alone in the main. The day laborer, who makes parks and boulevards beautiful, is not trembling for his "job," even though the civil service, which is a poor thing under the Denver charter, does not protect him.

There is one most unusual condition following this election. Noman has ever had more active opponents than Robert Speer, and his election was bitterly fought by men and women who are not "quitters," yet the prevailing opinion seems to be patient, rather than censorious. It is recognized that under this charter the mayor is supreme, and while there are not wanting those who are not looking for any good things, let alone a millenium to come as a result of this election, still the general opinion is that the new administration should have a chance to demonstrate what the one man power can do, when it has a free field.

Human Nature Does Not Change.

An explanation is offered for Denvers reversion to the older system. The people of the city, it is reported, discovered that human nature did not change in government machinery and that officials who had been incompetent under one system remained incompetent under the other. And with this it must be remembered that the centralization of power effected by the commission plan increases possibilities for abuse by untrustworthy officials. The lesson of the Denver experience seems to be that the first essential toward bettering municipal abuses is to awaken the public to the need for betterment. With a body of sound public opinion at work it matters comparatively little by what machinery it operates. Without sound public opinion, no kind of machinery will get good results in government.

DAYLIGHT SAVING UNPOPULAR IN LONDON.

A petition has been submitted to the city council of London, Ont., signed by the heads of prominent business firms asking that the Daylight Saving By-Law, which has been in force about a month be repealed. The fact of London time being out of harmony with all of Western Ontario has resulted, according to the petition, "in the loss of sleep and efficiency in business."

As a consequence of the petition the council has rescinded the by-law.

TREATMENT OF SEWAGE FACILITATED.

The necessity for proper treatment and disposal of sewage cannot be too strongly emphasized in Canada. Many municipalities have been very active along these lines but unfortunately a greater percentage have been extremely negligent. The result of this, as shown in a report on "Water-Works and Sewerage Systems in Canada," recently issued by the Commission of Conservation, is that more than sixty of our inland water systems are at present receiving raw sewage, 180 municipalities contributing to this very undesirable condition. The practice of treating sewage is being recognized as imperative throughout the civilized world and would possibly spread more rapidly throughout Canada were some of its economic aspects better known. Recent experiments have been made in this connection to determine the feasibility of a new process to extract grease and fertilizer base from sewage.

Ordinary sewage sludge from settling basins is greasy, offensive and of so little practical value that farmers will not accept it for fertilizer, even as a gift; yet this sludge contains valuable fertilizing elements and considerable grease. The setting of the sludge and the extraction of the grease is facilitated by the addition of certain chemicals and the process is found to possess the following advantages:

1. The chemical treatment practically pays for itself by the sale of the grease and fertilizer recovered.
 2. The sewage is disinfected.
 3. The chemical acts as a strong deodorizer and prevents the usual nuisance of treatment works.
 4. The fly nuisance is also avoided for the same reason.
- The process has been thoroughly investigated and tested with results that seem to indicate that it will not only be successful, but profitable.

The Government's New Scheme for Returned Soldiers

The Military Hospital Commission has just published a report which reads as follows:—

From the beginning of the war it was recognized that a man offering his body to defend our cause should have compensation for any injury his body might suffer in the carrying out of that task. A scale of pensions was adopted both for disabled soldiers and for their dependants, in proportion to the degree of disability. A revised scale, involving a large increase of expenditure, was lately agreed to by a Parliamentary Committee and is already in force.

A pension alone, however, will not restore the injured man to his place as an active and useful member of the community; and that has got to be done, by some means or other, both in the community's interest and in his own.

A very few of the injured will be found so totally helpless that this restoration is impossible. On the other hand, judging by our experience so far, a large majority, in spite of their injuries, will still be fit for their former work. But between these two classes will be many men with injuries either handicapping them seriously in their old occupations or barring them out altogether.

Such men must not be condemned to perpetual uselessness. They would not thank us for that. They are not of the backboneless kind, or they would hardly have thrown themselves into the war. They did not enlist to be coddled or spoon-fed, and they will not want to be coddled and spoon-fed now. Having recovered their strength, they will naturally expect to use it. The question simply is—How?

To begin with, their disability can often be lessened by what is called "functional re-education." By special exercises, with or without the aid of the ingenious apparatus invented for the purpose, the muscles mutilated by wounds and operations, and weakened by compulsory dis-use, can recover some of their strength and become once more accustomed to exertion. Then by "vocational re-education," the men can be enabled to return to their original trade! or, when that is impossible or undesirable, they can be helped to fit themselves for another occupation. There is no intention, by the way, to provide re-education for men who do not need it.

The Parliamentary Committee decided that the cost not only of pensions and artificial limbs but also of this vocational training should be paid by the Dominion Government.

The Military Hospitals and Convalescent Homes Commission, with Sir James Loughheed at its head, has already given a great deal of consideration to the matter, and has taken steps to organize the training required in many parts of the country. The complete establishment of the system may be expected very soon; for the Government, by Order-in-Council, has just adopted a report of the Military Hospitals Commission, of which we are enabled to give this summary:—

The report begins by explaining that the Commission aims at benefiting not only disabled members of the Canadian Expeditionary Force but also disabled Reservists of the British and Allied armies, who were bona fide residents of Canada when the war broke out.

The Commission has received the assurance, it tells us, of the active co-operation of the Provinces and various Municipalities in carrying out such a policy. Technical Schools, Agricultural Colleges and other public institutions have agreed to receive disabled men for training, and many offers have also been received from private commercial establishments to provide training and subsequent employment when the men have become proficient.

The period of training for a new vocation will vary according to the previous education and industrial history of each individual. The cost of tuition will vary in consequence, and also owing to the fact that in many cases the tuition will be free or the fees nominal. (The training will be free to the men in all cases. If there is any charge, it will be paid by the Dominion Government).

The Commission has already undertaken the provision of training in general subjects and elementary vocational

work for all men under treatment in the various hospitals and convalescent homes operated by the Commission, irrespective of whether or not such men will later be subjects for vocational training leading to new occupations. In a few cases, arrangements have also been made for that special training.

The Commission was not able, however, to put into operation a general scheme of vocational training until a scale of maintenance could be arranged for the men undergoing the training and for their dependants. The Commission has therefore prepared a scale under which a small sum for personal expenses will be granted to the men undergoing training, while provision on a sliding scale is made for married men and their dependants, and for those unmarried men who may have persons legally dependent upon them.

Here is the scale which the Commission has now been empowered to establish. It will be understood throughout that "maximum age" means 16 for a son and 17 for a daughter:—

1. A single man, with pension, living in, receives free maintenance; that is, board, lodging and washing.
2. A single man with pension, living out,—60c a day.
3. A married man, with pension, living in—free maintenance and \$8 a month, with the following additions:—

For wife having no children, \$35 a month, less her husband's pension.

For wife and one child, if child is under five, \$38; from five to ten years, \$39.50; from 10 to maximum age, \$42.50; less, in every case, the amount of husband's pension and children's allowances under the pension regulations.

For wife and two children,—from \$41 to \$47 a month (less pension and allowance according to age of children).

For wife and three children,—\$44 to \$50 (less pension and allowances), according to ages.

For wife and four children,—\$47 to \$53 (less pension and allowances), according to ages.

For wife and five children,—\$50 to \$55 (less pension and allowances) according to ages.

For wife and six children,—\$53 to \$55 (less pension and allowances), according to ages.

A wife with seven or more children under the maximum age may be given the maximum allowances of \$55, less pension and allowances.

All these allowances for wife and children will be paid direct to the wife, unless otherwise thought fit by the commission.

4. A married man living at home will receive 60c a day. (This of course is in addition to the allowances for wife and children).

5. A widowed mother, if dependent entirely upon the unmarried son who is receiving training, and if the son made an assignment of his pay to his mother and also arranged for her to receive separation allowance while he was on service, may be paid at the same rate as the wife of a married man with no children.

6. The parents of a man undergoing training, if both are old and past work, and entirely or partially dependent upon him, may also be paid at that rate.

7. The guardian of a widower's children (under the maximum age) will be paid monthly:—for one child, \$10; for two, \$17.50; for three, \$22; and \$3 for each child in excess of three, with a maximum of \$35.

Payments under these regulations will be continued for one month after the completion of vocational training, whether the man has secured employment or not.

It is clear that this system of allowances will enable many men to take advantage of the training offered, by providing for their families while the training is being given.

ECONOMIC CONFERENCE OF THE ALLIES.

On June 14, 15, 16 and 17, a very important Conference of the Allies was held in Paris to consider the economic conditions of the nations affected by the war and the part that the Allies intend to play in completely crippling German commercialism after the war.

The substance of the recommendations is as follows:—

Co-ordination of the laws and regulations in the Allied countries prohibiting trading with the enemy.

Absolute embargo on importation of goods originating in or coming from enemy countries.

Sequestration of control of business owned or operated by enemy subjects.

Stringent measures for restriction of enemy supplies.

Devising of joint means to secure to countries suffering from acts of destruction, unjust requisition, the restoration of their raw materials, industrial and agricultural plant, stock and mercantile fleet, or to assist them to re-equip themselves in these respects.

Denial to the Enemy Powers, for a period to be fixed by agreement, of "most-favored-nation" treatment.

Conservation for, and interchange between, the Allied countries of their natural resources.

Protective measures against enemy "dumping" and for preventing enemy subjects in Allied countries from engaging in industries which concern national defence or economic independence.

Measures to Be Taken—

To render the Allied countries independent of enemy countries in raw materials and manufactured articles essential to the normal development of their economic activities.

To facilitate and improve the interchange of their products.

To assimilate the laws governing patents, indications of origin, and trade marks, and for the adoption of an identical procedure in regard to patents, trade marks, and literary and artistic copyright which have come into existence in enemy countries during the war.

FINAL RECOMMENDATION.

Whereas for the purposes of their common defence against the enemy, the Allied Powers have agreed to adopt a common economic policy, on the lines laid down in the resolutions which have been passed, and whereas it is recognized that the effectiveness of this policy depends absolutely upon these resolutions being put into operation forthwith, the representatives of the Allied Governments undertake to recommend their respective Governments to take without delay all the measures, whether temporary or permanent, requisite for giving full and complete effect to this policy forthwith, and to communicate to each other the decisions arrived at to attain that object.

MAYOR WAUGH AND RETURNED SOLDIERS.

In the last issue of the Bulletin the name of his Worshy, R. D. Waugh, Mayor of Winnipeg, was omitted from the list of Members of the Manitoba Returned Soldiers' Commission. As the Mayor of Winnipeg has taken the keenest interest in the welfare of returned soldiers, he having been one of the principal founders of the Winnipeg Returned Soldiers' Association, the omission of his name from the

list of Members of the Manitoba Commission is much to be regretted. There is no man in Western Canada who has proved himself a better friend to the Returned Soldiers, than Mayor Waugh.—Military Hospitals Commission Bulletin.

JUVENILE COURT.**History of This Movement in the Province of Ontario.**

In the year 1888, at the request of a group of Toronto citizens, an "Act for the Protection and Reformation of Children" was passed by the Ontario Legislature, and in it was a section as follows:

Sec. 7, "The Lieutenant-Governor may, upon the request of any municipal council, appoint a commissioner or commissioners, each with the powers of a police magistrate, to hear and determine complaints against juvenile offenders, apparently under the age of sixteen years."

This was the first step toward the present world-wide Juvenile Court Movement. The Act was drawn up by Mr. Beverly Jones on the suggestion of Mr. J. J. Kelso, then a member of the "Globe" staff. In the two years following some progress was made toward a separate system of dealing with youthful offenders.

In 1892 when the Children's Protection Act was introduced in the Legislature still further provision was made for separate trial and confinement of children:

Sec. 30. (1). "In cities and towns with a population of more than ten thousand, children under the age of 16 years, who are charged with offences against the laws of this Province, or who are brought before a judge for examination under any of the provisions of this Act, shall not, before trial or examination, be confined in the lock-ups or police cells used for ordinary criminals or persons charged with crime, nor, save as hereinafter mentioned, shall such children be tried or have their cases disposed of, in the police court rooms ordinarily used as such. It shall be the duty of such municipalities to make separate provision for the custody and detention of such children prior to their trial or examination, whether by arrangement with some member of the police force or other persons who may be willing to undertake the responsibility of such temporary custody or detention, on such terms as may be agreed upon, or by providing suitable premises entirely distinct and separated from the ordinary lock-ups or police cells; and it shall be the duty of the judge to try all such children or examine into their cases and dispose thereof, where practicable, in premises other than the ordinary police court premises, or, where this is not practicable, in the private office of the judge, if he have one, or in some other room in the municipal buildings; or if this be not practicable, then in the ordinary police court room, but only in such last mentioned case when an interval of two hours shall have elapsed after the other trials or examinations for the day have been disposed of."

(2) "Where any Children's Aid Society possesses premises affording the necessary facilities and accommodation, children, apparently under the age of twelve years, may, after apprehension under the provisions of this Act, be temporarily taken charge of by such Society until their cases are disposed of; and the judge may hold the examination into the case of such children in the premises of the said Society."

In compliance with this legislation a Court for Juvenile Offenders was opened in Toronto early in 1894, but entirely under police auspices and with the regular police magistrate in charge. Other cities in Ontario followed the principle laid down, and in many cases the agents of the Children's Aid branch did valuable service as probation officers.

This legislation being provincial, and not reaching cases brought under the Dominion Criminal Code, was but partial in its effect and it was necessary to conduct a long agitation for Dominion-wide powers. In 1908, with the valuable assistance of Mr. W. L. Scott, who drafted the bill, and Hon. G. W. Allan, who was its sponsor in the Senate, a Dominion law was passed recognizing and extending the provincial legislation. It then became necessary to have further Ontario legislation, and in 1910 an Act was passed by the Legislature declaring all police magistrates to be Juvenile Court Judges, all shelters to be detention homes and all agents of Children's Aid Societies to be probation officers. This was not effective and to overcome various difficulties a further Provincial Act was introduced in the Legislature of 1916 by the Attorney-General, Hon. I. B. Lucas, and in April was proclaimed law. This now brings the movement up to the point where both Provincial and Dominion Parliaments have unanimously endorsed the principle that all youthful offenders against the law and order should be considered as merely guilty of delinquencies and should be dealt with through benevolent and educational agencies instead of by those officials whose duty it is to administer the criminal law as it affects adults.

The Holy City---A Twentieth Century "Vision"

By J. S. WOODSWORTH, Director, Bureau of Social Research.



It was in Montreal. Throughout the evening I had been thinking and writing about the needs and possibilities of the city. Weary of "statistics" and "problems" and tired of sitting, I laid down my pen, put on my coat and hat and went out into the streets. Almost instinctively I took my way toward the mountain. The drives were now deserted and quiet. I was alone with the night. I began to climb the long dark steps. Up and up — there is an exhilaration simply in climbing and one is always rewarded at the top.

At last the great city lay below me. Its myriads of lights stretched away into the indistinctness of the enveloping night. The clouds had obscured the stars above me, but below was an inverted sky. In it the street lights shone through the slightly illuminated mist, like the brighter stars in the midst of the milky way. To make the illusion complete, the light of an occasional motor car flashing past a street corner disappeared as a falling star.

Who could not dream? In Tennyson's phrase, "I dipped into the future." I saw Montreal a vast city, the metropolis of a country as populous as the United States. The city was ten times its present size—a second London, stretching north and south and east and west, covering the island and stretching beyond the rivers.

The haunting music of "The Holy City" was in my ears. Then came back to me a sacred evening hour when from the Mount of Olives I had looked across to old Jerusalem. It was doubtless near the very spot from which Jesus had beheld the city and wept over it. Two thousand years had passed—two thousand years of Christian teaching and effort and still the people of Jerusalem were living in poverty and ignorance and vice. Had the work of Jesus then been a failure? No! His work had to be repeated by each of his disciples. His work had to be carried a step further—a step nearer completion—by each generation.

My thoughts came back from Palestine to my own land. I strained my eyes to see Montreal as the Holy City. The great domes and towers, the warehouses and office buildings were concealed in the darkness, but everywhere gleamed the tiny pin-points that betokened ten thousand homes.

Yes, the Holy City would be a vast city of homes. There would not be tens of thousands of vacant lots held from the use of the people. Every family might own a home of its own. In our Father's house are many mansions!

Then into my mind there came crowding the pictures of the poor homes in the city which I had visited a few days before. There was a poor Italian home in a tenement, the rooms dark and ill-smelling, the window kept closed to keep out the stench of the street. The father had been unemployed for months, the mother was well-nigh discouraged, the children were surrounded by unwholesome influences. The little bambino in its wrappings had seemed the one ray of brightness, suggesting as it did the Christ child of one of the Italian masters.

There was the Jewish home where the mother was tubercular. The Irish home where the father was shiftless. The Russian home—street after street of wretchedness.

I thought of the homeless men at the City Refuge—the old emaciated wrecks of humanity glad to find any shelter at the close of the day. Poor fellows, life had been too much for them. "Happy home life"—the phrase was for them a bit of mockery.

I remembered a bedraggled looking woman whom the other evening I had noticed standing in a dusky doorway.

As I passed she had spoken to me cautiously one word—"Dear." "Dear"—on her lips a terrible word—yet the pathos of it! For as I had hurried on along the dark streets I had thought of a happy home where that word carries a wealth of pure and unselfish love. I had thought of a little boy who puts on a manly stride and boasts, "I am a father too," and of his younger brother who echoes the boast, "I'm a fa'er too." And I thought of two little girlies in white, tucked in their beds and awaiting a good night kiss. How poverty-stricken this poor creature of the street that she should stand in the cold night offering to the passing stranger the dregs of her womanhood.

In this city of homes I thought I could discern the indistinct outlines of the work-places of the future. To these men and women went forth in the morning, not like "dumb driven cattle," but eagerly as the artist to his studio or the child to its play. They worked throughout the day, not as masters and slaves, not as jealous rivals, but as partners in a common enterprise. They co-operated freely and unselfishly under normal conditions as men now co-operate in times of intense excitement and crisis. They returned in the evening each having contributed according to his ability to the welfare of the community; each as a matter of course enjoying his full share of the opportunities which the community offered.

There were great buildings with domes and steeples that looked something like churches and yet all the people seemed to frequent them for all sorts of purposes. They were the common meeting places. The earlier distinction between sacred and secular seemed to have no meaning. Formal "services" conducted by rival institutions were replaced by the gathering together of congenial groups to discuss the further development and beautification of the city. "I saw no temple therein." The city itself was one vast temple.

The vision faded. The night wind was cold. As I descended the dark steps my view of the city became obscured. Soon I was walking along the pavement between the long rows of stone buildings, I had come down again to the lower levels and to ordinary life.

But still the vision lingers. In the midst of "statistics" and "problems" it sometimes presents itself and gives value to the statistics or throws light upon the problems. For our supreme task is to make our dreams come true, to transform our city into the Holy City, to make this land, in reality, "God's own country."

AMERICAN UNIVERSITIES AND CITY PLANNING.

Some idea of the growth of interest in city planning may be gathered from the fact that a number of universities are now giving courses on the subject. The following is a list of institutions which now offer instruction along these lines:

University of Illinois—Chair of civic design.

Harvard University—Courses in city planning in school of landscape architecture.

University of Michigan—Lectures in department of landscape architecture.

University of Wisconsin—Lectures in department of engineering.

Columbia University—Lectures.

Cornell University—Occasional lectures in department of landscape architecture.

Throop College of Technology—Course listed but not yet given.

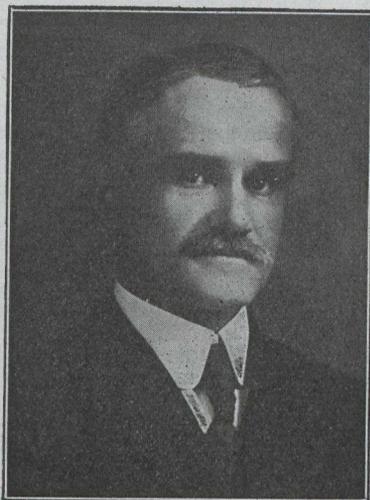
University of Pennsylvania—Housing and city planning, and landscape architecture and design.

The subject also receives attention in a course on municipal engineering at the University of Minnesota and in the Chicago school of civics and philanthropy. — National Municipal Review.

SOME BIG MUNICIPAL MEN

By "AJAX"

CONTROLLER JOSEPH AINEY.



Labour leader and municipal executive have been rather scarce combinations in Canada, the reason being probably the misconception that so many labour men in this country have of their responsibility in civic affairs and the peculiar construction some of the leaders put on the meaning of municipal executive. The two most prominent labour men who have held municipal office are ex-Controller Jimmy Simpson of Toronto and Controller Joe Ainey of Montreal, and both have made good, though Simpson lost his last election by depending too much on the red flax of socialism instead of the three coloured flag of Canada's patriotism. On the other hand Ainey has kept in office, or rather been kept in office, for six years by the increasing respect in which he is held by all conditions of the electorate of the commercial metropolis.

Joseph has earned this respect by the single-mindedness of his policy—that is, in his position of controller he has since his first election in 1910, ever had before him the interests of the citizens as a whole—no one-sided policy for Joe Ainey, not even any special consideration for labour as such. The way he puts it is like this: "I was nominated by the labour party but elected by the people at large to act as controller for the city, and controller I will be without favour to any," and for this stand his own people like him all the better, for let it be said that organised labour in Canada is very much averse to favouritism of any kind, only a square deal, and this they get from their representative in Montreal's City Council.

As a man Joe Ainey is one who keeps his word when once given, though he is not over generous with promises. It would be a good thing for the municipal world if there were a few more like him—

chary of promise but quick to act. He is not easily influenced and while charges have been made against his colleagues in the last administration no breath of scandal has even been connected with the name of Joseph Ainey, which is going some in a city where the act of every public official—however honest he may be—is liable to be misconstrued. As one alderman put it to the writer 'he never knew what a bad man he was until he became a member of the council,' and yet this man is one of the straightest public men we have. This too easy condemnation of our public men is to be deplored for the continuous baiting—this is the only word one can use—has kept many a good man from serving in office, and will do so until the practice is stopped by more stringent laws.

But to return to the subject of this sketch, Joseph Ainey was born in 1864 in a little town in the Province of Quebec, but has spent the greater part of his life in Montreal. He became actively connected with the labour movement when he was twenty years of age and became President of the Trades and Labour Council of Montreal in 1897. Since then he has filled many offices connected with organized labour both in Canada and the United States. In 1906 he made an attempt to enter parliament as a labour candidate but was not successful. Mr. Ainey was one of the first Controllers of Montreal, being elected at the head of the poll by a vote of 30,942.



CLINTON R. WOODRUFF,

Secretary National Municipal League, who will give
a paper before the U. C. M. Convention
on
"A New Model Charter."

City Improvement League, Montreal

Seventh Annual Report by Dr. W. H. Atherton, Exec. Secretary

The annual meeting of the City Improvement League of Montreal, took place in the rooms of the Medico-Chirurgical Society, 112 Mansfield Street, Montreal, on Thursday evening, April 27.

The chair was taken by the Hon. J. J. Guerin, M.D., who urged upon the members, the necessity of a fuller membership in view of the growing realization of the importance of civic improvement in Canada.

The Executive Secretary, Dr. W. H. Atherton presented the 7th Annual Report, in part, as follows:—

The Sixth Annual Meeting of the City Improvement League was held on April 29th, 1915, in the Medico-Chirurgical Society's rooms. The report of this was printed in the Canadian Municipal Journal, in accordance with the custom since 1913, when this review was adopted as the organ of the League.

The chief activities of the League during the season of 1915-1916 have been as follows:

1. In the spring of 1915, the League again jointly engaged with the Montreal Publicity Association in a Civic Improvement Campaign, which lasted for a week's health propaganda, through the medium of a general clean-up of the streets and lanes, and a crusade for fire prevention. The City Hall co-operated and there was according to the press an unanimous verdict that there was "no gainsaying the fact that the lanes and streets are in an infinitely better condition than has been the case in the past." The health authorities have placed last year's great diminution in disease, and especially of that caused by infantile mortality, as very greatly due to the above campaign.

Among those of your members taking an active part in this, the following were in charge of departments: Dr. Adami; Messrs. L. Cohen, U. H. Dandurand, fire chief J. Tremblay, directors; the following as chairmen of committees: Hon. Dr. J. J. Guerin (sanitation), F. Abraham (finance), A. B. Ware (streets and lanes), Dr. J. Boucher (children), Dr. W. G. Kennedy (publicity), Dr. W. H. Atherton (co-operation). The success of the movement has brought enquiries from various parts of Canada asking for information how to conduct similar campaigns. The work of the League in street and lane cleaning dates from 1909, the first public proclamation of a "Clean-Up Day" being in 1912, and of a "Clean-Up Week" in 1914. This year the week's campaign will again be undertaken with special concentration on the co-operation of the children of city and especially of the public schools under both school commissions. Prizes to the value of \$1,250 are being offered to the children who enter a clean-up competition, the money being offered by the City Government.

Vacant Lot Gardening.

2. During the spring of 1915, the League formed a committee to demonstrate to the public the economic and aesthetic value of vegetable and flower gardening on vacant lots. A successful experiment was made on a large area of waste land forming part of Baldwin Park, granted for the purpose by the city. Many families were benefitted. A further and larger venture is recommended for this year. It is regrettable that vacant lots are not more utilized.

The secretary of this committee, Mr. A. B. Ware, will submit a special report.

In accordance with a resolution by which a special committee, appointed at the last Annual Meeting to approach the City Hall with the request that an experiment should be made in some public parks or thoroughfare of having the important trees and shrubs labelled with their botanical and vernacular name, this committee reports that the matter of public education is now being especially considered by the commissioners of the city.

The Civic Improvement League of Canada.

3. A notable activity of the City Improvement League of Montreal, has been the important co-operation afforded

by the Executive in the formation of the Dominion-wide Organization, which was happily inaugurated at Ottawa on January 20, 1916, with the presence of H. R. H. the Governor-General Field Marshall the Duke of Connaught—under the title of the "Civic Improvement League of Canada."

The steps leading to this organization and the pioneering part played by our league in 1913 and 1914 in its promotion has been told in the Executive Secretary's report for 1915. It remains to be recorded that the preliminary conference for organization was called at Ottawa, on November 19, 1915, by Sir Clifford Sifton, K.C.M.G., as chairman of the Commission of Conservation, which has fathered the movement in its present form. The chairman of the morning and evening sessions being respectively Sir John Willison, Toronto and the Hon. J. J. Guerin, M.D., President of the C. I. L. of Montreal, with Mr. Frank Pauze representing the "Chambre de Commerce," of Montreal. The following members of the Montreal League were present: The Hon. J. J. Guerin, Dr. F. D. Adams, Mr. G. F. Benson, Mr. W. D. Lighthall, K.C., Mr. J. U. Emard, K.C., Mr. Frank Pauze, Messrs. F. J. Todd, H. Bragg, Fredrick Wright and W. H. Atherton.

At the first formal conference, held on January 20, at Ottawa, the objects of the League and the provisional constitution adopted at the previous conference, were agreed to, and on this occasion a Dominion Council of fifty-six persons to be afterwards increased to one hundred was elected. Among those elected for this council are the following members of the Montreal League: The Hon. J. J. Guerin, Dr. F. D. Adams, Messrs. U. H. Dandurand, C. H. Gould, J. U. Emard, G. F. Benson, H. Bragg, W. D. Lighthall, F. J. Todd, Fred'k Wright and W. H. Atherton.

At present the organization of the Provincial and Municipal Councils of the Civic Improvement League of Canada has not been begun, but the Hon. J. J. Guerin has been appointed on the Central Executive Board as representative of the Province of Quebec, Mr. W. D. Lighthall, K.C., as the Hon. Secretary of the Canadian Union of Municipalities, also has a place as a national representative.

At the present time the City Improvement League of Montreal has greater responsibilities than ever, for under the new Dominion-wide scheme of Civic Improvement Leagues it is naturally expected that the C. I. L. of Montreal will act as hitherto as the Local Civic Improvement Council for Montreal.

At the conference in January resolutions of a civic and municipal character of broad Federal interest were passed, which had, however, a direct bearing on provincial and municipal civic progress. As copies of these resolutions have been sent to our members, there is no need of repetition here. Suffice it to say that those of the members present hailed the new Dominion-wide movement as likely to be of the greatest assistance to Montreal in that concentration through co-ordination and interrelation with the civic leagues of other cities cannot but be mutually valuable.

The formation of Dominion Committees is projected to study and deal with matters, which have nearly all, it may be noted, already come within the scope of the activities of the City Improvement League of Montreal since its foundation in 1909.

1. Local Government—Form of legislation for creating provincial departments of municipal affairs.
2. Municipal Statistics—Collection of statistics and consideration of uniform standards.
3. Municipal Finance—
 - (a) Existing and proposed methods of accounting and auditing.
 - (b) Control and use of borrowing powers.
4. Public Health—
 - (a) Legal powers and administrative machinery.
 - (b) Sanitation.

CIVIC IMPROVEMENT LEAGUE

Continued.

- (c) Child Welfare.
 - (d) Vital Statistics.
5. Town Planning and Transportation—
 - (a) Extension and application of legislation.
 - (b) Preparation of maps.
 - (c) Good roads and highways administration.
 - (d) Preservation of natural and structural beauty, etc.
 - (e) Facilities for recreation and open spaces, etc.
 6. Housing—Forms of legislation and administrative machinery.
 7. Agricultural Settlements—
 - (a) Immigration.
 - (b) Planning and grouping of settlers.
 - (c) Co-operation and transportation.
 - (d) Government assistance and facilities for credit.
 8. Unemployment—Uniformity of administration, etc.
 9. Education—School and College Courses in Civics, Town Planning, etc.
 10. Land Cultivation in Cities and Suburban Areas—Extension of work of Horticultural Societies.
 11. Fire Prevention in Cities and Towns.
 12. Public Services and Public Utilities.

In connection with this Dominion-wide League, the League of Montreal has received an application from the Secretary of the central organization, asking the C. I. L. of Montreal to act as its local Council for Montreal. (Accepted).

"Composite Committee."

4. The most important activity undertaken this year by the League in Montreal, has been the leading part it has played in organizing the forces for good municipal government. This was in response to a number of requests and also because it is a function of the League as a Central Council to take up general civic problems when the need should be pressing. Accordingly a special legislation committee was appointed early in last spring to study the question of Municipal Charter reforms. This committee aided by representatives of other associations examined all the known forms of Municipal Government, especially those being recommended or being discussed by the press and by private citizens, and in July issued a bulletin report of the situation, which was sent to the members of the League, the press and to private citizens, in preparation for the discussion of a set of amendments, which were to be placed by the Committee before a general meeting of the League. This was called on October 8, 1915.

The amendments were then discussed, but in order to allow of further and wider criticism, they were ordered to be further considered by the Committee.

The Legislative Committee thenceforth enlarged its policy of inviting delegates of other associations to sit with its members, and in consequence "A Composite Committee," as it was called, was thus formed of official delegates of some fourteen or fifteen of the most prominent and representative organizations, then considering civic reforms, with the Hon. J. J. Guerin, President of the C. I. L. as chairman, and your Executive Secretary as the Secretary of the "Composite Committee."

Weekly meetings were held till shortly before the recent elections on April 3.

The Associations which formally composed this joint committee in its final stages, were as follows:

- The Montreal Board of Trade.
- The Trades and Labor Council.
- The Citizens' Association.
- The Canadian Manufacturers' Association (Montreal Branch).
- The Builders' Exchange.
- The Montreal Publicity Association.
- The Fair Franchise League.
- The Real Estate Exchange.
- The Notre Dame de Grace Civic Improvement League.
- The Laurier Ward Voters' League.
- The Local Council of Women.

The Montreal Women's Club.

The Montreal Suffrage Association.

The City Improvement League of Montreal.

On December 3, 1915, the unanimous approval of the various bodies on the "Composite" Committee was given to a form of amendments, to the Municipal Charter of Montreal, which had substantially stood the test of criticism for some months previously. These called for the maintenance of the present dual form of Government of a Mayor and a Board of four Commissioners or Controllers, and a second chamber of Aldermen, with the proviso that the number of the latter should be reduced from 31 to 15, three aldermen to be elected from each of five large districts, the object being also to eliminate the system of numerous wards.

A representative delegation of the above associations waited upon Sir Lomer Gouin, the Premier of the Province of Quebec, at the Government offices in Montreal, with the above unanimous demand as a preliminary introduction for a further delegation to proceed later to Quebec.

At the hearing of the Montreal Bill.

This took place between February 8 and February 19. Two important delegations of representatives of the Composite Committee with the assistance of private citizens, waited upon the Premier, under the leadership of the Hon. J. J. Guerin, M.D., at Quebec, in preparation for February 8th, the opening day, and for February 15th, the day of the adjourned meeting. During the hearing of the bill several of the "Composite" Committee remained at Quebec, including Dr. Guerin, and the Executive Secretary, the two advocates, Messrs. J. U. Emard, K.C., and L. Boyer, K.C., with several others for consultation purposes. When the Montreal Bill was finally received from the Legislative Council after being amended in the Private Bills Committee, the victory was clearly with the Composite Committee. The main clauses of the City Bill, which included the abolition of the "Board of Control" and the proviso for thirty-five aldermen in thirty-five wards both fell, the latter being amended to twenty aldermen in twenty wards — a great advance.

The organization of the "Composite" Committee and its subsequently successful work deserve to be recognized by the members of the League as a very useful contribution to the common good.

The People's Forum.

5. The League takes cognizance of new associations making for the general civic good. In this connection we have to report the formation of the "People's Forum," an educative arena for the discussion of public affairs and the circulation of a right conception of good citizenship and of a right public spirit. This has had the co-operation of the City Improvement League in its formation; one of its moving spirits being the present chairman of the Forum. Prof. J. A. Dale, one of the organizers in 1908 of the City Improvement League and its first Honorary Secretary.

During the year we have suffered the loss by death of several of our members, among these being Sir William Van Horne, Major H. B. Yates, M.D., Mr. Robert Archer, and the Hon. Louis Beaubien.

The annual election of officers resulted as follows:

President, Hon. J. J. Guerin, M.D.

Hon. Vice-Presidents: the Presidents of the Board of Trade and the Chambre de Commerce.

Vice-Presidents: U. H. Dandurand, Farquhar Robertson, ½epperin Hebert, G. F. Benson.

Hon. Treasurer: J. F. Boulais, N.P.

Hon. Sec.: J. U. Emard, K.C., C. H. Gould, B.A.

Exec. Sec.: W. H. Atherton, Ph.D.

The President announced that he would name his full council later, which was to consist of chairmen of sub-committees, presidents or official representatives of associations engaged in civic welfare work (ex-officio), several individuals, of whom two, Mr. J. B. Learmont and Mr. MacDonald McCarthy were then named.

Town Planning

The Making of Homes is an Essential Part of the Responsibility of the Municipality

By J. W. MACMILLAN.

We reproduce a very interesting article that recently appeared in the *Journal of Commerce* from the pen of Dr. J. W. MacMillan, on the subject of Town Planning from the viewpoint of the layman.

The expression "Town Planning" has recently come into prominence. If you ask the average man what it means he will probably answer after this fashion, "Oh, it's some sort of a scheme for getting a handsome group of public buildings about an open square in the centre of the city."

It is a great pity that the public thought should be so mistaken. For that is just the kind of misconception that makes town planning almost impossible. It represents it as being expensive and "hifalutin," instead of, as it really is, an immediate and practical necessity. It appears to be an unproductive thing which will tie up large sums of money, instead of being a profitable investment. It makes it appear to be a luxury which can easily be postponed, instead of a matter whose object is the saving of labor and time and money and life itself.

It is too much to expect a sensible householder to buy a Corot for his drawing room while he cannot afford to drain his cellar.

So all the Philistinism in a city is arrayed against what it supposes to be a fad of artists and architects and their emotional followers. The taxpayer scowls at a proposition which promises to increase his peculiar burden. The labor element regards it as another exhibition of that social delirium which will squander large sums on pomp and display while serenely indifferent to the poverty and misery all about.

Municipal Home-Making.

It is unfortunate that the Civic Centre has come to be accepted as the leading feature of a town planning scheme.

In point of fact town planning is no more and no less than good municipal home-making. If a civic community be thought of as a family, as it ought to be, the question immediately arises, "What sort of a home does that family live in? Town planning is the attempt to answer that question.

There are few words more filled with meaning than "home." Its tenderness and sacredness are largely due to the fact that the weak members of the family are not disregarded there. A home is a shelter for all who belong to it, no matter how inexperienced or feeble they may be. The child or the cripple gets as much from the home as the head of the family who is its owner and ruler. Thus the wanderer in distant lands, bruised by unsympathetic contacts of streets, hotels and factories, looks back with tender longing to the place where his weakness was no handicap and he was free of all the joys provided, not because he was a contributor or a conqueror, but because he belonged. And this is the root idea of town planning.

The Order Has Changed.

There was a period when men built homes as fortresses. A man's house was indeed his castle. All other interests of life were subordinated to that of safety. This conception determined the nature of the home. Its site was a crag or an island. Its walls were thick and its windows small. Its door was a massive slab of oak and iron. Space, air, light, ease were not important compared with the necessity of rendering the home immune from violence.

In that same period cities were built for the same purpose. They were meant supremely to be fortresses. They had walls and moats. Because walls were costly either to build or defend, the area of the city was small. Hence the streets were narrow and the houses crowded together. Space, air, light, ease took second place to security. Such was the town planning of the tenth century.

But that period has passed away. Terror is no longer the ruling motive of the builder of a house. Law and order, established under strong governments, hold wanton

violence in check. Citizens are freed from the necessity of cowering, like frightened rats, in gloomy and confined quarters. Homes are built for health and comfort, and with a thought of beauty. It is possible now to indulge in space, air, light, and comfort, and every home has as many of these amenities as the owner feels he can afford.

Appreciation of Good Homes

There can be no question of the fact of the popular appreciation of good homes. If many people live in slums and hovels it is because many people are very poor and can afford nothing better. The almost universal rule is that the smaller the income the greater proportion of it goes for rent. If the family income increases the most certain expenditure of the surplus will be upon the improvement of the home. Nothing more decidedly characterizes European civilization than its love of the family home. We are a home-making, home-loving race.

Now, town planning is just the belated extension of this disposition and practice to the town. It means, first, the appreciation of the fact that an urban community is essentially a family, and that the town is its home, and it means, secondly, that the same intelligence, care and zeal should be spent in making a city a healthful, wholesome and delightful place in which to live as is spent upon the private home.

The Case for Town-Planning.

Accordingly we find the fundamental principles of town planning set forth in the recent and authoritative work issued in England, "The Case for Town-Planning," to be as follows:

1. The provision of healthy sites for homes.
2. The building of well-planned houses under town planning schemes.
3. The provision of roads of several types in town planning schemes.
4. The provision of roads of several types in town planning schemes.
5. The provision of traffic facilities and the development of new industrial areas.

Each of these principles is a subject for discussion in itself. The purpose of this article is but the humble disarming of prejudice, by pointing out that town planning is neither an extravagance nor a display, but is simply common-sense applied to the construction of towns.

Artemus Ward said of old Quebec, "Its streets were laid out by a gentleman who had been afflicted with lunacy from childhood, so that they ran everywhere in general and nowhere in particular." He might have said something as critical of almost every city on earth. The modern cities—and cities are peculiarly a modern phenomenon—have, like Topsy, "just growed." They are crowded in places and unduly scattered in other places. Their streets seldom fit the traffic either in point of volume or direction. The most objectionable contacts between business and residence are commonly in evidence. Their connections with the surrounding country by rail, water, or highway are frequently awkward and often dangerous. They are like some of the manor houses which still survive in central Europe, where room has been joined to room and building to building, till sheds and shops and stables and human habitations are found sprawling higgledy-piggledy beneath one series of roofs.

The inconveniences of cities, the unhealthfulness of cities, the expensiveness of cities, and the ugliness of cities have forced into existence the art of town planning. This art has reached Canada. Several cities have already achieved their plans for the future development of their suburbs. Several Provincial legislatures have given effect to these plans. Besides, in the person of Mr. Thomas Adams, whom the Conservation Commission has brought from England, we have one of the most capable of town planning experts amongst us. Such a man is much needed in these formative days in Canada. May the Canadian people hear his message with an open mind.

Encouragement of Industries by Municipal Councils

An indication that this journal is not the only municipal publication that strongly advocates the development of industries by municipal councils, we append the following editorial taken from the Municipal Journal of England, every word of which coincides with views already expressed in three columns:—

What are the local authorities going to do to help British trade after the war? The question is urgent, for upon the answer depends to a large degree the future development of our great cities, towns, and urban districts. Housing, improvement, building, public health, and indeed all schemes which municipal bodies will desire to carry out will cost a great deal of money, and that money will have to be produced by trade. How can the local authorities encourage and foster trade? The war has taught us the value of a highly-organized business system, and it has aroused us to the difficulties which threaten those countries which allowed organized attacks to be made against them. Germany in her military preparations did not overlook the important part that supremacy in commerce and industry was bound to play. For example, the dyeing industry had become a German monopoly, and even in the field of engineering Germany occupied in foreign markets a superior position to that held by Great Britain. With neutral countries, Germany's trade during 1913 amounted to nearly 76½ million pounds, whereas our trade in those markets only rose to 69½ millions. Germany's organization, plus her persistent and consistent trade efforts, gave her this superior position, and it is up to us to see that she is not allowed to regain her ascendancy.

It is not true that the German article is in any way superior to our own. There is abundant testimony showing that English-manufactured goods are preferred for their quality and durability, but the German has learnt the lesson of accommodating the requirements of the purchaser. Instead of adopting our attitude of "take it or leave it," the German has cleverly studied the peculiar wants of the markets, and has successfully ousted his English competitors. When hostilities cease, Germany will do her best to regain her position in the world's markets. Now is the time to see that she does not succeed. The British manufacturer has many new fields that he can cultivate, but he must be prepared to adjust his conditions of business to the requirements and peculiarities of the countries with which he desires to trade. There are many who advocate the establishment of a Ministry of Commerce, but if such a Government department is brought into existence it can only act imperially. It would hardly be possible for one department to judiciously handle the multitudinous details of our many centres of manufacture. The ramifications are far too intricate. Each town should endeavor to work out its own success. An analysis of the conditions and capabilities of our commercial and industrial centres will show there are no two exactly similar. Each municipality embraces large works, mills, or factories supplying the home and foreign markets with goods which are not commercially alike.

What can be done? The recent and rapid growth of many of our English holiday resorts supplies a clue to the answer to the problem. Some of these resorts were a few years ago mere hamlets or almost deserted tracts of country; they have now risen to resorts of increasing popularity. Much of this patronage has been obtained by judicious publicity and by studying the special needs of the visitors it desired to attract. Here is food for reflection by the individual centres. The conditions are in no way identical, yet for the trade centre the field of development is much more extensive, and its possibilities of success are more important and far-reaching than in the case of the holiday resort. The centre of industry has the whole world as its market, if it supplies what the world's markets want, and lets the world's markets know it can do so. Britain has done a great deal in this direction, but under the altered conditions of trade much more must be accomplished to gain what has been lost, and to establish an unassailable position for the future. Some of our corporations have made a move in the right direction, and one or two are endeavoring to solve the problem in an enthusiastic and businesslike manner. The apathy of other towns is appalling.

We suggest for the consideration of municipal authorities in the industrial areas the appointment of special Industrial or Trade Committees, the members of which should be men of commercial aptitude and representative of the industries of the town. The committees' main pur-

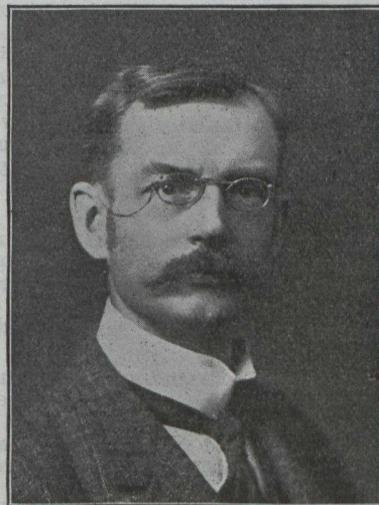
pose would be the development of new industries, and the betterment of existing ones, and their efforts should be aided by the appointment of officials having commercial experience, ability, and resources, who should be given a free hand in developing and improving the trade of the town by booming the industrial facilities. The want of publicity is largely responsible for our failure to progress, but the insularity of our position increases the necessity for advertising the commodities we have to sell. Continental nations by means of more ready and convenient intercourse have a considerable advantage, and in the past Germany has made good use of her position. Here lies an immense field for British enterprise. It is true that a few of our more important and old-established centres of industry may claim a world-wide reputation, but those of secondary importance and most recent growth are practically unknown in the more distant markets. In the coming period of increased and strenuous commercial activity, not even the premier centres can afford to rest upon their laurels. Towns which adopt a progressive policy and act without delay, should obtain a conspicuous advantage over others which prefer to "wait and see" for the good times coming. It is a leading principle of commercial enterprise that "good times" don't "come"; they have to be fetched. We shall return to this subject of Development Committees again, but we do suggest that here and now, whilst the war is going on, is the time for local authorities to set about the task of helping trade, with the sure and certain prospect that trade will help them.

NEW WAY OF KEEPING STREETS CLEAN.

The City of Dayton, Ky., has adopted a plan of street cleaning and repairing that is satisfactory for a municipality of this size. A member of the Council from each of the four wards has membership on the street cleaning committee. The first week of every month the street hands work in the First Ward under the direction of the committeeman from that ward. The second week is devoted to the Second Ward, and so on, each ward receiving one week's attention every month. Not only has the work been satisfactorily done, but the plan has avoided criticism as to favoritism by equalizing the work throughout the city.

The work in street oiling has passed the experimental stage. Last year the city made a sufficient appropriation from the general fund to oil every macadam street in the city, about 14 miles being treated. So pleased with the work were the citizens, that the Board of Council has been importuned to repeat the oiling in 1916, and this will undoubtedly be accomplished.

Whenever snow falls in Dayton, in the night time, so as to impede pedestrians, the night police notify the collectors of garbage an hour before sunrise. The collectors thereupon harness their horses to snow ploughs and in a short time the sidewalks and crossings are free from the impeding snow.



SIR HERBERT AMES,
Hon. Sec. of Patriot Fund, Who Will Speak at U. C. M.
Convention.

Municipal Bonds

By W. D. HARDIE, Mayor of Lethbridge.

At the present time, due to many and divers causes, the nature of Bonds, issued by Cities especially, is receiving more than ordinary attention and discussion. This is wise but it is a pity that instead of this matter being thrust upon us by hard times, it had not received the calm and judicious discussion it deserves before conditions made it imperative. These kinds of things cannot be probed to their depth in a short time under the pressure of necessity, but necessity may just possibly impair the calm judgment that is so essential in such subjects.

When the search light is turned on it sometimes happens that the surface shows a state of things entirely unexpected and a hasty conclusion based on the surface aspect may be further misleading and direct our thoughts and decisions in the entirely wrong direction. Boring under the surface might and nearly always does bring to light the unexpected. This is as true about Municipal Bonds as any other conceivable marketable commodity. The surface may be firm and pleasant to look upon while all may be rotten and corrupted on the inside.

In connection with Cities especially and again especially on the American Continent there have been issued two kinds of bonds, viz.:

1. The Sinking Fund Bond.
2. Equal Annual Instalment Bond.

The latter one, lately has been modified to liquidate the debt from year to year in round amounts instead of odd amounts which also requires that the sum laid aside each year for the payment is not equal and is called a Serial Bond. This latter is not a very great disadvantage to the City and is of considerable advantage to the purchaser. The calculation of this bond is not capable of the same mathematical precision as that of the equal annual instalment bond.

In fact, so far as the calculation is concerned, it must be made on the Equal Annual Instalment Bond principle and the round amounts later determined by equation, or some other process that is not exact science.

While the Sinking Fund Bond and the Equal Annual Instalment Bond are two distinct plans the mathematical principle under-lying both is the same.

They simply vary the conditions to suit conditions, such as market-sureties, management, etc., each one of which is of vital importance in itself and must always be considered in connection with the others.

To illustrate what we mean if, in a rural municipality or for that matter any municipality, the management is not likely to be close, careful and competent, the sureties or guarantees of the Municipality may have weakness which if spread over a long period of from ten to thirty years would be serious. These would cause a pause on the part of an intending purchaser or in other words the market might not be sympathetic, unless something can be done to reduce these defects to the minimum. How is this to be accomplished? It would seem the first consideration is that the Bond must be of the shortest date possible to make the payment secure and at the same time be equitable to the present and the future new tax payers of the Municipality. The second consideration now is the nature of the Bond, whether it shall be of the Equal Annual Instalment or the Sinking Fund variety. Since the two varieties are capable of the same mathematical exactness depending on the same mathematical principle, we will confine ourselves to their consideration only, in our last analysis.

But in passing we might remark that dear money sometimes imposes severe conditions such as equal annual instalments involving two rates of interest, the one remunerative, and the other accumulative, as in the Sinking Fund, but subject to the Equal Annual Instalment conditions.

While for pleasurable discussion of an intricate subject we would like to demonstrate this phase of bond issue, but the necessity for this class of bond has not yet arisen in this Country and consequently there is no excuse for us dealing here with the theory involved, to our own gratification.

The mismanagement of the Sinking Fund by the Imperial Government of Great Britain and the Metropolitan Debts of Boston and vicinity in the past has subjected

this form of bond to much adverse criticism, has lead to legislation, in the latter case in Massachusetts completely barring it out and has inspired other states and parties to look askance on the Sinking Fund Bond.

The influence of the investigation of "The Boston and Vicinity Debt" lately has brought about the condition in New York City that when large amounts of both kinds of bonds of that City were offered for sale at the same time, the Equal Annual Instalment Bond in the form of a Serial Bond brought slightly higher prices than the Sinking Fund Bond. Again on the other hand in the market where the influence of the "Boston and Vicinity Debt" has not penetrated and where they have had no such similar experience of bad management where bonds of the two types under parallel civic conditions were offered, the Sinking Fund was sold on a slightly better basis than the Equal Annual Instalment Bond.

We must interpose here that we think that the comparison of enormous debts such as the British Government or "the Boston and Vicinity Debt" with anything from one to thirty or over One Hundred Million Dollar debts in Canadian Cities is not competent. The mere fact that they were grossly mismanaged is no good reason for the utter condemnation of the Sinking Fund any more than it would be reasonable to condemn the Equal Annual Instalment plan because in a few isolated cases bonds were not paid when they became due.

If the Sinking Fund Bond is considered purely on its merit and the management of the Sinking Fund is as meritorious and capable as in any ordinary banking concern the following will receive careful consideration.

1. The reasonable life of the utility or improvement it is issued for.
2. The Cities capability of sustaining the cost with other charges, if any, and
3. The prospect of safely and profitably investing the Sinking Fund Annual Instalments.

It will be recognized at once that these are three fundamental principles or conditions all of which embrace the all essential element of management.

Since any chartered Bank will pay 3 per cent compounded semi-annually, the Sinking Fund can be assumed to be never earning less, so that we think it wise to state that equivalent of a 3 per cent Sinking Fund may be set aside each year. The average earning power of well invested funds may be assumed to be equal to the interest called for by the Bond. If this is the case and sufficient funds have been paid in, together with earnings sometime before the life of the bond is up, to meet the principle at due date the by-laws annual requirement of the equivalent of a 3 per cent Sinking Fund may be suspended.

That a City will be restrained from over borrowing by one bond more than another is not logical in the light of past history, but good City management will protect both the City and the Bond by carefully keeping conservatively estimated probabilities in all the departments of City Government properly tabulated so that there will be always a governing point of view with respect to the City being able at all times to meet its duly incurred obligations. The question, is this possible with the ordinary aldermanic form of Government? is appropriate and should have much weight when the following statement is made.

We have managed private corporations, large and small for over thirty years, have been Mayor one year under one year under Aldermanic Government and have been Mayor and Commissioner of Finance under Straight Commission Government for two years. With this experience and considering all relations of City Government for several years past we unhesitatingly say that under Aldermanic Government Lethbridge did not receive returns equal to more than 60 cents (50 cents is nearer the mark) on every dollar spent, compared with a well managed private Corporation, because of lack of conservative judgment in planning and management.

Even with Straight Commission Government it is doubtful if, at a Maximum, it will receive a return of 90 cents on each dollar spent.

(Continued on Page 448)

Municipal Finance

JAMES MURRAY.

NEW SYSTEM OF HANDLING MUNICIPAL BONDS.

According to the American City, Kansas municipal bonds have proved to be an attractive investment for shopmen, clerks, professional men, merchants and business men generally. This is due partly to the fact that municipal bonds in Kansas are non-taxable, but it is due even more to the plan introduced by W. H. Wasson, Commissioner of Finance and Revenue, by which the bonds are sold.

Under the previous system Topeka's bonds were offered in large blocks to Eastern buyers. Now the bonds are issued in installments. They bear 4½ per cent interest and are sold at par. The distribution of the bonds to the buyers is done through co-operation of the city with some bank or trust company, which has charge of handling them. The city draws two per cent per annum on the daily bank balances. By issuing the bonds in installments the money is secured as needed by the city in carrying on its various phases of municipal endeavor.

The aim is to distribute bonds among people in and about Topeka first, care being taken to see that the small investors are supplied before those who wish to subscribe for large amounts.

Persons who purchase Topeka's bonds naturally take a keener interest than they otherwise would in the city's affairs. This makes them better citizens. Commissioner Wasson also points out the fact that by selling the city bonds to the home folks the money is kept in Topeka. When a coupon is paid or a bond redeemed, a resident gets the money, and in the latter case he will usually be ready to buy another bond with it.

EDMONTON'S BOND SALE.

The city of Edmonton recently received and accepted a bid from Messrs. Julian Garrett, Limited, Edmonton, on account of Messrs. Otis and Company, Cleveland, Ohio, for the \$2,000,000 6 per cent 2-year tax debentures. Price 98¾ and interest. The resolution calling for tenders stated:—

"That the option given to the Imperial Bank for the purchase of \$2,000,000 worth of tax debenture issue, as stated in a letter written by Mayor W. T. Henry to the Imperial Bank and dated the 19th day of May, 1916, be and the same is hereby cancelled and withdrawn and the commissioners be authorized to call for tenders for the purchase of the \$2,000,000 debentures, offer to be received not later than noon on Monday, July 3, 1916."

According to the Monetary Times' the Imperial Bank does not admit the right of the council to cancel the option given the bank by Mayor Henry's letter for the purchase of the \$2,000,000 short-term debentures on tax arrears at 98, and intends to hold the city to the terms thereof. City clerk Cox has stated that he had received a letter to that effect from the bank authorities.

The option given the bank by the mayor's letter allows the right of purchase up to July 31st. The city council, however, contend that this was in error, and that the time that should have been stated was July 1st.

In connection with the sale, the written opinion of Mr. Wallbridge, of Wallbridge, Henwood and Gibson, was received by the city council, this concurring with that of City Solicitor Brown, which absolves the city from any liability towards the Imperial Bank in the matter of the cancelled option given under Mayor Henry's letter. Mr. Wallbridge says: "We quite agree with the opinion of the city solicitor that the option having been given without consideration, was subject to revocation and having been revoked before acceptance, did not become binding."

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A STUDY OF A CITY'S SINKING FUND.

THOMAS BRADSHAW, Finance Commissioner,
Toronto.

MUNICIPAL FINANCE.

Sir FREDERICK WILLIAMS-TAYLOR, L.L.D.

MUNICIPAL ACCOUNTING.

E. T. SAMPSON, City Treasurer of Outremont.

MUNICIPAL ASSESSMENT.

Alderman ROBT. RYAN, Chairman Finance
Committee, Three-Rivers.

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WINNIPEG RETURNS ITS DEBT TO LONDON AND SAVES \$2,000,000.

Mayor Waugh of Winnipeg, announces that the money borrowed by the city in 1912 in London, amounting to \$9,000,000, has been paid off, the city saving \$2,000,000 in the transaction, owing to the difference in exchange, and in the prices at which the bonds were bought in London. The city paid off each \$100 indebtedness with \$76.25.

Assuming the conversion of the complete issues agreed upon, the amount which the city would save on the operation would be on principal account the sum of \$1,876,462. This amounts roughly to 20 per cent of the whole issue concerned, and the percentage of benefit to the city will apply to the exact proportion of the securities converted. At the present time the saving in interest will amount to about \$3,400 per annum. In the course of years there would be, in all probability, a much greater saving in interest.

According to a correspondent, the negotiations have been going on for several months. The present condition is one of the almost unique situations created by the war. Great Britain must buy munitions in the United States and wants credit there. As it happens, Canada's credit in the United States, at the moment, is better than that of Great Britain and France combined. Investors who will not take the bonds of the allies take Canada's freely. Now, Winnipeg alone owes more than \$33,000,000 in London, and the Province more than \$16,000,000. It is obvious that if, by some means, the bonds which Great Britain hold from city and Province could be transmitted from London to New York, they would be promptly accepted there as cash, and could be used in paying for the munitions of war.

PROFITS AND RATES IN MUNICIPAL UNDER- TAKINGS.

Our contemporary the "Manchester Guardian" has been ascertaining from various municipalities what their practice is in regard to the allocation of trading profits to the relief of rates, and it finds the practice a general rule, "though there is a wide difference in the amount of profit available, and in some cases an actual loss.

A conspicuous exception to the rule is Glasgow, where the aim of the Tramways Committee is to provide a cheap and efficient public service and deliberately to refrain from extracting a profit out of the travelling public in order to return it later in a less direct way. It is asserted that at Leeds efficiency has been sacrificed to profit-making "while public convenience has often been treated as quite a secondary consideration." We are told that at Glasgow only once, for a single year and in one department, has the corporation used the surplus profits of its municipal services for the relief of rates. "The general policy of the corporation is that the water, gas, electricity, tramway, and other undertakings should be conducted on similar lines to private enterprises, and that the surplus in each case should be used for the benefit of the consumers or customers, and not for the relief of the ratepayers. Except in the case of the trams, the surplus in each year is carried forward to the next, until it becomes large enough to warrant a reduction in price." Some confusion of thought is apparent here. We have never heard before that private enterprise uses its surplus for the benefit of consumers and customers. At the meeting of the British Electric Traction Company . . .

Mr. Emile Garcke, was complaining that "the services we are rendering to the public are not adequately remunerated, and among the many things which Parliament will have to deal with when the time arrives for attending to these matters will be the very important question whether public service enterprises which have done such excellent work for the poorer section of the community should not receive more liberal and more sympathetic treatment at the hands of Parliament than has been the case in the past." To put this sentiment into plain language, what Mr. Garcke wants are higher dividends at the expense of that "poorer section of the community" which he claims is served so well by his various undertakings. There is really no need, and there is certainly no justification, for municipal trading undertakings making money dividends for anybody — not even the ratepayers. Mr. Garcke's point of view, and that of the "trading" municipality, is, or should be, quite different. Mr. Garcke is a speculator who is frankly out for dividends, but the sole object of the trading municipality should be public service — Municipal Journal of England.

LETHBRIDGE MUNICIPAL RAILWAY.

Gross earnings of the Lethbridge Municipal Railway for the period June 30th to July 7th, amounted to \$1,099.65.

EDMONTON STREET RAILWAY.

American bankers, have made a proposition to the city to purchase the Edmonton street railway system, which has lately been operated at a loss.

The system comprises 53 miles of line, and in 1915 the deficit was \$135,758, with a total deficit from operation to date of \$581,605.

The bonds on the street railway total \$3,026,209 of twenty and forty year 5 per cent and 4½ per cent issues.

B. C. DEBENTURE BY-LAWS APPROVED.

Certificates of approval have been issued by the Municipal Department of the Province of British Columbia as follows:

Prince George—Debentures number 1 to 80, \$80,000 issued under By-law No. 13, Waterworks; fifteen years, 6 per cent, payable half-yearly. Certified June 27th, 1916.

Prince George—Debentures numbered 1 to 45, \$45,000, issued under By-law No. 17, Electric Light; fifteen years, 6 per cent, payable half-yearly. Certified June 27th, 1916.

Prince George—Debentures numbered 1 to 15, \$15,000, issued under By-law No. 19, Street Improvements, ten years, 6 per cent, payable half-yearly. Certified June 27th, 1916.

New Westminster — Debentures numbered 10745 to 10769, \$12,390.11, issued under By-law No. 231, Local Improvement Paving, twenty-nine years, 5 per cent, payable half-yearly. Certified July 5th, 1916.

Nelson—By-law No. 265, Hospital, \$30,000, twenty years, 5 per cent payable half-yearly, and debentures thereunder. Certified July 5th, 1916.

Point Grey—By-law No. 3, 1916, Local Improvement Paving, \$10,756.69, ten years, 5 per cent payable half-yearly. Certified July 6th, 1916.

MUNICIPAL FRANCHISE IN CANADA.

The history of the development of the Canadian municipal franchise parallels the expansion of the field of local taxation. The early city charters enfranchised only the resident freeholders and for many years this class constituted the city electorate which probably accounts for the erroneous impression not infrequently encountered that the Canadian municipal franchise is essentially a property owning franchise. As other forms of wealth were incorporated into the expanding systems of taxation their owners were admitted to the franchise on the same basis as the owners of real property, on the theory that the individuals who bore the expense of city government would probably discharge the task of choosing its administrators in the most satisfactory manner. To-day, the city franchise, while differing somewhat from province to province, includes not only those persons assessed as owners or occupants of real estate but also those assessed in respect of personal property or income, persons paying a business tax and in some cases even a poll tax. The true nature of the franchise is evidenced in the fact that in several provinces corporations who can comply with these requirements are entitled to a vote in municipal elections. Residence requirements which were at one time universal have been generally abandoned in the case of owners of real property and this has created a potential class of non-resident and plural voters of considerable proportions if not of great activity.

Women were admitted to this franchise in most of the provinces between 1880 and 1890 although in British Columbia they have been eligible since 1873. In most of the provinces only unmarried women and widows are eligible, but in British Columbia, Alberta and Manitoba all women are admitted provided of course they can meet the other qualifications. The difference is not of great importance because as a rule very few married women are independent taxpayers and in fact the proportion of female voters in those provinces which admit all women is if anything smaller than in those where only single women are eligible, a fact probably accounted for by the preponderance of males in the population of the western provinces.—Dr. Stuart McLean, in National Municipal Review.

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MUNICIPAL BONDS.

(Continued from page 444).

It may be asked why with Commission Government we only get 90 cents return on the money spent? The answer is that every ratepayer has a voice and rivalry for office which makes education of the rate-payer difficult but absolutely necessary. Education in Municipal affairs is a slow process and the time is not ripe for the day when the rate-payers like a private Corporation will seek good men and when they find them, keep them in spite of all varying conditions, material, religious and political.

However it is our firm belief with all the contingencies mentioned, that progress will be made towards the private Corporation standard without entirely eliminating the most desirable element of sentiment for while this Virtue may have to be minimized in Civic Government to a certain extent, it also, on the other hand, becomes an element in the management of Private Corporations in order that the operator and the operative may get closer together which is a growing necessity in the economic and dynamic forces of our civilization.

To give security to bonds great stress must be laid on good management. Whatever the form of Government we must have the best management the form will afford and the bond purchasers will have to gauge the Government with which he deals when weighing his security.

The prospect of safely investing Sinking Fund money should be as good as the face of the bond because of the fact that as a general thing money will earn more money through business channels than the large lenders demand for it. It has been a well known fact 4 per cent or 5 per cent money in England can easily earn 8 per cent in new Countries and especially in Western Canada, not because the risk is necessarily larger but because the people with large sums to invest are willing to take less on good investments and be relieved of the details about and care of many smaller investments.

In the development of the theory of finance which is a very difficult subject there are several phases, in the present state of our mathematical knowledge, that will not permit of an exact solution but that we will assume as not pertinent to our present discussions. One outstanding feature is that both the Sinking Fund Bond and the Equal Annual Instalment Bond have the same underlying principle. There are two ways of viewing the transaction "The rent of an Annuity consists of two portions; first interest on purchase money; and second, a repayment of capital with accumulations by Compound interest is the redemption money which will equal the principal at the end of the life of the Bond." This is the redemption or sinking fund bond.

"We may look at it in another way by imagining each portion of capital in the successive payments of the Annuity to be at once applied towards liquidating the debt which will thus gradually diminish until it finally vanishes." This is the Equal Annual Instalment Bond.

For the mathematical demonstration of the two forms of Bonds we refer those who are not well up in mathematics to "Bond Value Calculations Simplified" a copy of which can be had from the Lethbridge City Clerk free of charge on application, along with the latter part of this paper. To those whose knowledge of mathematics embraces as far as "The Binominal Theorem" we recommend "The theory of Finance" and "The repayment of Local and other Loans."

The question which of the two forms of Bonds — The Equal Annual Instalment Bond and its serial form or the Redemption or Sinking Fund Bond, is the most desirable one to issue is relevant.

The poor mismanagement of the Sinking Funds of two very large debts — the British Government in the time of Walpole, and The Boston and Vicinity Debt — of recent times, have caused a great deal of suspicion to be thrown upon a convenient and scientific system of repayment of borrowed money. The advocates of the Serial form of the Equal Annual Instalment plan for the Sinking Fund plan, claiming, and rightly too we think, that the only danger the purchaser is confronted with is defalcation, while they claim the Sinking Fund is subject to poor investments, defalcation, poor management, pilfering, etc., all of which have been more or less true in the past, but the point is, why should not the same good honest management be possible to the elimination of these evils, is the question that always presents itself to honest minds. Should a Bond be saddled with something that is not inherent in itself? The cynic smiles and perhaps says "humanity is weak"

which is, to our mind, a mighty poor excuse, because humanity is or should be no weaker in handling a public trust than in a private Corporation.

In fact in good management of trust funds humanity is not weaker than in private business if the right men are in charge.

As to the weakness of The Equal Annual Instalment Bond it can be truly said that in the periods of great prosperity there is just as much likelihood of excessive issues of this Bond as of the Sinking Fund Bond, because as long as things are rushing, wages are good, work plentiful and speculation brisk, heavy taxes are not a burden. The burden is only felt after the debt is incurred and prosperity is decreased seriously.

If the above is accepted as correct we should assume that a large proportion of people who invest their savings in Bonds are more or less dependent upon the investment for their living, because the large bond buyers frequently buy bonds to sell them to smaller holders.

The result is that with the suspension of payment of Equal Annual Instalment Bonds, those people are deprived of their income which is not the case with a few years of suspension of the Sinking Fund. In any case the suspension of instalments of The Equal Annual Instalment Bonds is more serious than an equal or large number of suspensions of the Sinking Fund payments. The suspension of payment of Sinking Fund Instalments happens frequently even in Great Britain, without interfering with the repayment of the principal on due date. The suspension is due, sometimes, to fluctuation of investments, but more frequently to other causes. We fail, however, to recall at this moment of a single case of Civic Government, in Great Britain, failing to meet payment on due date.

We must reiterate here that it is our firm belief that one suspension of payment in The Equal Annual Instalment Bond is more serious and may lead to worse results than a considerable number of suspensions of the payments with the Sinking Fund.

With the elimination of bad management from the Sinking Fund Bond and the substitution of good management, which is in no wise impossible we unhesitatingly say that we think the Sinking Fund Bond is a most desirable medium between the borrower and the lender.

However on the other hand we cannot overlook the fact that the Bond that will establish the great and greatest confidence in the mind of the purchaser is the one that must of necessity become the most popular.

As has been set out before, this will never be settled in a one sided way. One market will prefer the Sinking Fund and another will prefer the Equal Annual Instalment, so that the first duty of the vendor is to determine the market he wants to sell in, which will depend on two elements in a bond sale, viz.: the price obtainable and the promptitude of purchase.

In all the foregoing our mind has only conceived British conditions and particularly Canadian conditions excepting the market for Bonds which on account of the War is more largely centered in the United States than formerly, which may account for some of our American friends objecting so strongly to our position.

We say if the market is in the United States comply with their conditions and get out Equal Annual Instalment Bonds which you will have difficulty in selling in Great Britain, vice versa.

In this paper as originally written, the above part is followed by a large number of sample calculations and tables, comparing the effect of the Sinking Fund Bond with the Equal Annual Instalment Bond with relation to unpaid taxes, as Lethbridge is actually affected.

Since other Cities are in much the same position as Lethbridge with respect to unpaid taxes, in Bond issues, and kind of Bonds issued, these sample calculations and tables might be useful, but it has been pointed out that they are too intricate for a paper. If, however, anyone should wish to follow the matter up the City of Lethbridge will be glad to furnish a copy of the part of the paper not presented here.

MOVIES.

There are 26,000 motion picture theatres in the United States; the daily attendance is 25,000,000; amount invested in picture theatre property, \$360,000,000; salaries paid weekly, \$2,300,000; number of picture theatre employees, 205,000; amount invested in film plants, machines, electrical equipment and theatres, \$2,000,000,000.

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SOME MUNICIPAL DEBENTURE AWARDS.

WELLAND COUNTY, ONT.

\$100,000, to Messrs. Aemilius Jarvis and Company, Toronto.

HULL, QUE.

\$146,000 5½ per cent 10-year bonds, to Royal Securities Corporation, Montreal.

NORTHUMBERLAND COUNTY, N.B.

\$30,000 5 per cent 40-year bonds at 100.25, to Mr. M. McKay.

TRENTON, N.S.

For the \$30,000 5 per cent 20-year street paving bonds, the bid of Messrs. W. F. Mahon and Company, Halifax, was accepted and half the amount sold to this firm at a price of 93.31.

ELMIRA, ONT.

Bids were received for \$15,000 6 per cent 15-year bonds of the village of Elmira, Ont. Messrs. G. A. Stimson and Company, Toronto, were the successful tenderers. Price, 103.51.

PORT CREDIT, ONT.

Port Credit, Ont., bond issue was awarded to Brent, Noxon and Co., price 104.94.

FRONTENAC COUNTY, ONT.

The \$30,000 5 per cent Patriotic Fund bonds issued by the County of Frontenac, Ont., were awarded to the Imperial Bank at 99.28.

NORFOLK COUNTY, ONT.

An issue of \$75,000 5 per cent 10-year bonds of the County of Norfolk, Ont., has been awarded to R. C. Matthews and Co., Toronto, at 99.22.

MATHESON, ONT.

\$20,000 5 per cent 25-instalments, to Canada Bond Corporation, Toronto.

EDMONTON, ALTA.

\$2,000,000 6 per cent 2-years, to Messrs. Otis and Company, Cleveland, Ohio.

PRESTON, ONT.

\$34,500 6 per cent 15-instalments, to Messrs. Wood, Gundy and Company, Toronto.

GODERICH, ONT.

\$25,000 5 per cent 25-instalments, to Canada Bond Corporation, Toronto.

IROQUOIS FALLS, ONT.

\$40,000 6 per cent 15-year bonds, to Peabody, Houghtel and Company, Chicago.

COBDEN, ONT.

\$20,000 6 per cent 30-instalments, to Messrs. W. L. McKinnon and Company, Toronto.

ROUND LAKE RURAL TELEPHONE COMPANY, SASK.
\$5,000 6½ per cent 15-instalments, to Messrs. H. O'Hara and Company, Toronto.

ST. LEONARDS RURAL TELEPHONE COMPANY, SASK.
\$12,500 7 per cent 15-instalments, to Messrs. W. L. McKinnon and Company, Toronto.

MACRORIE RURAL TELEPHONE COMPANY, SASK.
\$27,000 7 per cent 15-instalments; Fystal Rural Telephone Company, \$3,100 7 per cent 15-instalments, to Messrs. W. L. McKinnon and Company, Toronto.

MANITOBA SCHOOL DISTRICTS.

Loon Lake, \$2,000 7 per cent 20-instalments; Chalton, \$1,200 7 per cent, 15-instalments; Dumoulin, \$1,000 7 per cent 15-instalments; Montrose, \$2,000 7 per cent 15-instalments, to Messrs. H. O'Hara and Company, Toronto.

RIDGETOWN, ONT.

Six bids were made for the recent issue, which was awarded to Brent, Noxon and Company, price 104.31.

RED DEER, ALTA.

Tenders were received for \$30,000 6 per cent treasury bills. The issue was awarded to Burgess and Company, who agreed to take \$55,000 treasury bills at 97.50. The tenders for \$3,000 ten-year 6 per cent debentures were awarded to Nay and James.

SASKATCHEWAN.

The following is a list of bonds reported sold by the local government board:

School Districts.—Landestrew, No. 3698, \$1,600; Bellfield, No. 3690, \$1,200; Ceylon, No. 351, \$2,000; Lund, No. 3710, \$1,000; Henrietta, No. 19, \$1,500; West Plains, No. 3575, \$1,600; Round Hills, No. 3704, \$1,400; Verdun, No. 3693, \$1,600; Poplar Valley, No. 3646, \$1,150.
Rural Telephone Companies.—Hillsdale, \$45\$; Central Butte, \$11,500; Echo, \$10,000.
Villages.—Robsart, \$2,800.

SASKATCHEWAN.

The following is a list of bond applications granted by the local government:—

School Districts.—Beausite, \$1,200. J. M. Renand, Marcelin; Conquest, \$7,500. C. S. Elsey, Conquest; Neuve Chapelle, \$1,665. T. M. Henderson, White Bear; Moose Pond, \$1,700. P. O. Fish, Verwood; Brushwood, \$1,200. E. Simpson, St. Brieux; Keatley, \$1,600. Wm. Burke, Keatley; Stoney Ridge, \$1,600. J. J. Cameron, Last Mountain.
Rural Telephone Companies.—Ituna, \$9,000. J. A. Watson, Ituna; Luseland East, \$11,000. J. B. McConica, Luseland; Harris, \$31,000. O. W. Brown, Harris; Crosswoods, \$15,000. F. H. Wilson, Southey; Pheasant Hills, \$1,600. J. W. Matthews, Melville; White Shore, \$7,000. J. Yustin, Handel; Kerrobert Southern, \$15,7000. D. H. Maginnes, Kerrobert; Crocus Bell, \$1,100. E. Unsworth, Kinley.
Villages.—Luseland, \$2,000. W. H. Colman, Luseland; St. Brieux, \$1,500. A Archibald, St. Brieux.
City.—Weyburn, \$4,402.52, \$3,877.06, \$561.14. E. H. Phillips, City Clerk, Weyburn.

BRITISH COLUMBIA.

Certificates of approval have been issued by the municipal department of the province as follows: Port Alberni, bonds, \$10,000, street improvements, 10-year, 6 per cent payable half-yearly (authorizing by-law certified August 1st, 1914); Prince George, bonds \$80,000, waterworks, 15-years, 6 per cent, payable half-yearly; Prince George, bonds, \$10,000, civic building, ten years, 6 per cent, payable half-yearly; Prince George, bonds, \$45,000, electric light, 15-years, 6 per cent, payable half-yearly; Prince George bonds, \$15,000 street improvements 10-years, 6 per cent, payable half-yearly.

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CIVIC GOVERNMENT.

(Continued from page 434.)

The chief objections to the "single transferable vote" system of elections are:—

(a) That it is too complicated for the average elector to understand;

(b) That the counting of the votes is too elaborate and takes too long.

The best answer to these objections is to quote from practical experience:

Tasmania, 1909.—Percentage of spoilt ballot papers due to all causes 2.86 per cent.

Pretoria.—38 spoilt ballot papers out of a total of 2,852, or 1.33 per cent.

Finland.—With 95 candidates, only .59 per cent of the ballot papers were spoilt.

(The number of spoilt ballot papers in the last Municipal Elections, Saskatoon, Ward System, was 2.14 per cent.)

After the first election in Geneva, 1892, one of the principal newspapers which had strenuously opposed the reform said, "the new system has been a brilliant success."

After the election in the Transvaal, the Rand Daily Mail expressed the view that "Both here and in Pretoria it may claim to have proved a success. The ten Councillors elected under it here may safely claim to be representative of every shade of public opinion."

New Method for Electing Councils and Mayors.

It is strongly urged that the present system of electing Councils be revised so that

(a) Aldermen or Councillors are elected upon the Proportional Representation Plan, thus obtaining better and more complete representation of all sections of the community.

(b) The size of the Council be reduced to seven members, including the Mayor;

(c) The Mayor be chosen from the members elected as suggested in par. (a) and (b) and that length of service on the Council be the primary factor in such choice.

Division of Civic Government Authority.

Having described the best known method of electing the Council the next step towards improving civic government is to distinctly define the method of carrying out its duties so as to provide the best form of local legislation, and the most efficient administration.

It has already been stated that the members of a Council have not the necessary municipal experience or time to properly control and govern the administrative work of a municipality.

The principle of popular control having been recognized, however, it is necessary that the Council should be directly responsible for

(a) Legislative work governing the needs of the community.

(b) The financing of public improvements and current expenditures.

Legislative.—The Council should, with the co-operative advice of experienced officials, pass upon and approve all By-laws or ordinances governing social, public health, public safety, public improvements and the granting of franchises (if any), and should pass upon the policy to be adopted in development of the community.

Financial.—Having regard to the fact that the electors provide the money, and have to bear the burden of taxation, the Council, as their representatives, should vote upon and approve all expenditures both current and capital.

The above duties are important, and to be properly fulfilled will require all the time and attention which a Council is usually able to devote to civic affairs. The Council should govern the civic policy in the same way as the Directors govern the policy and development of their Company.

To facilitate the work of the Council the detail work of preparing legislation by-laws, etc., providing monies for and keeping a check upon current and capital expenditures, two committees should be appointed by the Council from its members, i.e.

(a) Finance.

(b) Legislation and By-laws.

Experienced Management of Administration.

The next step to complete the plan of civic government outlined in this paper in order to obtain the highest standard of efficiency is to concentrate responsibility in experienced management.

It has already been suggested that the Council appoint only two Committees, and their duties have been outlined, but so that the administration of the various civic departments can be supervised in detail and in order to obtain the best co-operative effort of these departments, it will be necessary for the Council to appoint an experienced manager who will be responsible to it for the civic administration.

At the first meeting in the financial year of a Council the Manager should submit a report upon the contemplated capital and current expenditures during the year, setting out in detail the appropriations for such department. These estimates should be passed upon by the Council at the earliest possible date, so that the work of the year can be planned and organized immediately.

It would then be the duty of the Manager to

- (1) Direct the preparation of Plans and Specifications and obtain tenders for the various contemplated works to be carried out during the year, and to submit same to the Council for their approval and acceptance.
- (2) Direct the proper supervision of such works and pass upon and submit to the Finance Committee progress estimates in connection therewith.
- (3) Supervise the expenditures of the various departments to see that the appropriations are not exceeded.
- (4) Report to the Council and Committee upon the work being carried out by the various departments.
- (5) Direct the work of the departments in accordance with up-to-date municipal methods.
- (6) Control and supervise the staff and employees.
- (7) Report to the Council and Committees from time to time upon matters affecting the best interests and development of the community.

The Departmental Heads, instead of reporting to Committees, would report to the Manager upon the work of their respective departments.

The administrative departments and plan of organization required to properly carry out the above system of administration is shown in Appendix B, by means of a graphic diagram.

It may be argued that the above system of management and control cannot be successfully carried out because—

- (a) It is impossible for one man to supervise such a large and varied amount of work; and
- (b) It is not possible to obtain men with sufficient experience to fill such positions.

The answer to the first objection is that it has been carried out in practice and has proved successful. The Departments of a civic authority do not exceed in number the departments in many large stores or manufactories, or the many branches of one of the large chartered banks, all of which are supervised and controlled by one General Manager. The question resolves itself into one of organization.

The answer to the second objection is that there are at present many men in the municipal service throughout Canada with excellent experience and good organizing ability who would be far superior in exercising experienced control and obtain better results than can ever be obtained by Boards of Control, or Committees, the individual members of which have had no municipal experience. Within a few years, with such a system, an experienced class of municipal managers would be created, which would guarantee a continuity of municipal efficiency.

It is time that the unconscious civic motto of "Muddle on and muddle through" be eliminated from civic government. The keener competition and increased national taxation of the future as a result of the war will demand efficiency in civic development.

Efficiency with economy is the parrot cry of many candidates for Aldermanic honours. It is impossible to obtain the former without the latter, and vice versa, and it is also impossible to obtain efficiency without experience.

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