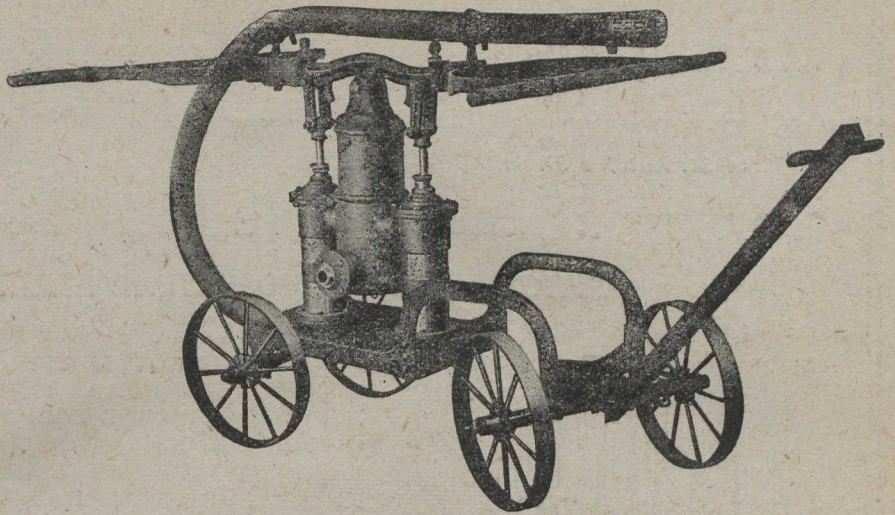


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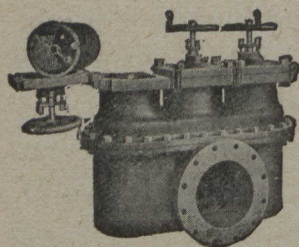
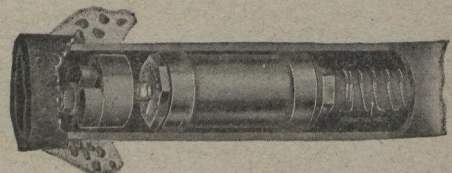
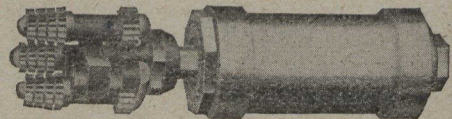
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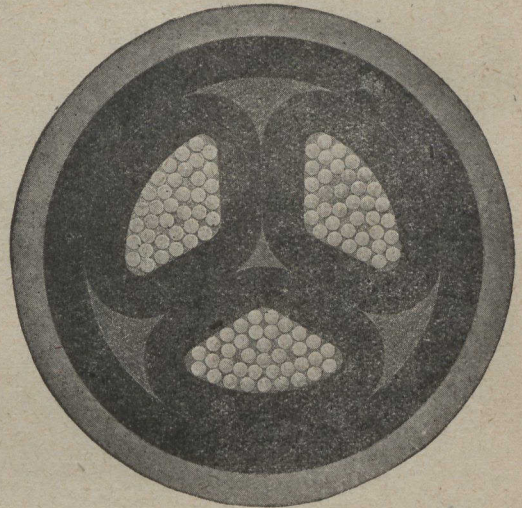
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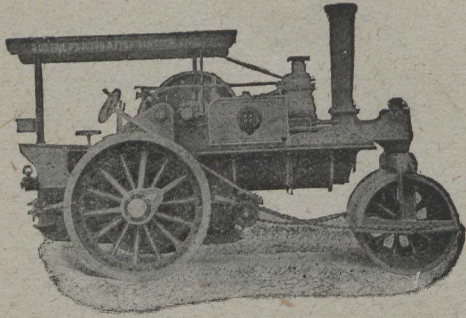
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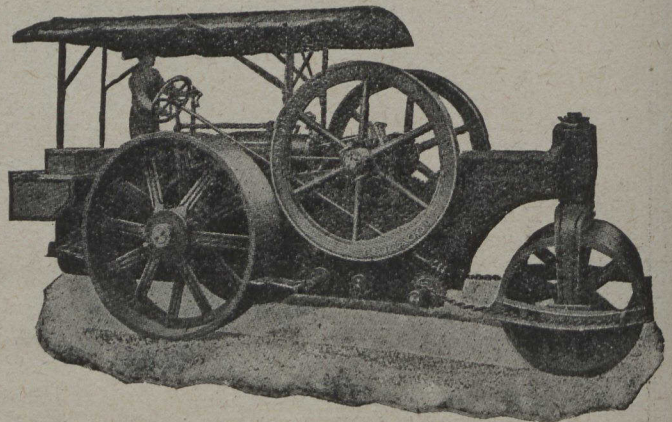
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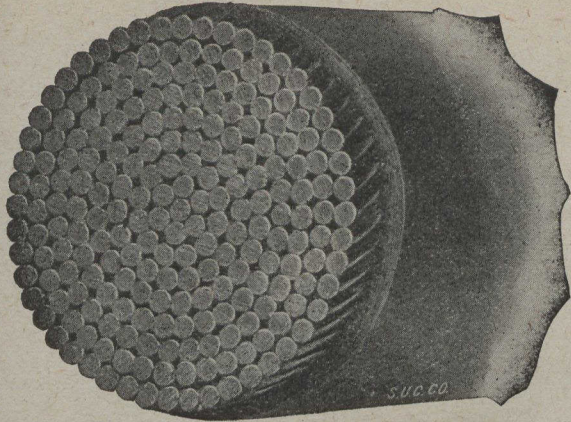
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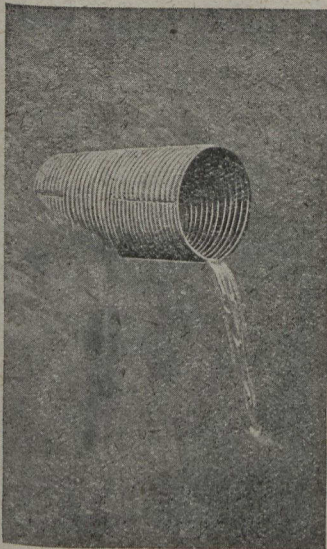
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THE NOVEMBER ISSUE of the Canadian Municipal Journal will contain the following Special Articles:

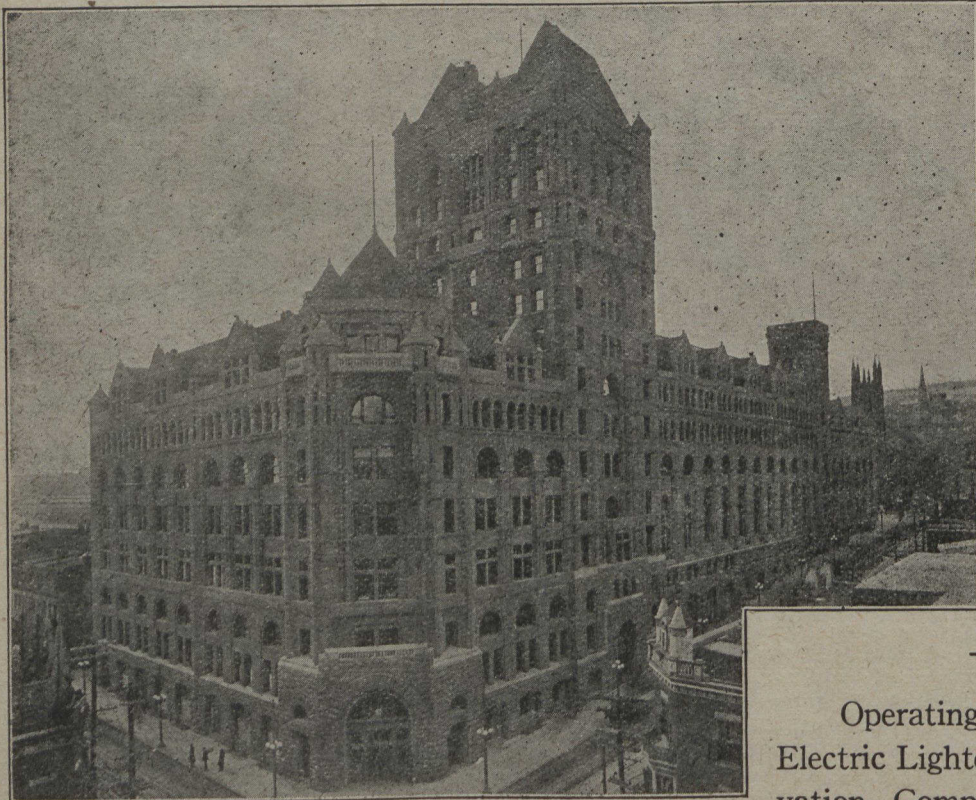
The Evolution towards a Lasting Canadian Prosperity, by Dr. J. M. Harper.

Criminal Reform in Canada, by Arthur H. D. Hair.

Does our Democracy "Democ" by J. S. Woodworth.

Paving by Day Labor versus Contract Work
By Charles A. Mullen.

Value of the Laboratory in Testing Materials
by R. Robinson Deans.



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Ontario Municipal Association. Annual Meeting 1916, Irish Day

The eighteenth annual meeting of the Ontario Municipal Association was opened in the Council Chambers of the Toronto City Hall Building, on Wednesday August 30th, 1916, at 9.30 A. M. The President, Mr. A. K. Bunnell of Brantford occupying the chair.

The minutes of the last annual meeting were submitted in printed form, and on motion of Mr. A. M. Chapman, seconded by Mr. C. W. Caughell, were taken as read and adopted.

A number of communications, some embodying proposed amendments to the Ontario Municipal Act, were laid before the meeting, and on motion of the Secretary (Mr. F. S. Spence), seconded by Mr. S. H. Baker were referred to a Committee on Resolutions to be appointed.

A number of resolutions was then presented by delegates and will be found along with the recommendations of the Committee on Resolutions.

Mr. Hinchley of the Bureau of the Municipal Research was requested to confer with the Resolutions Committee concerning a draft of proposed municipal legislation prepared by a committee of the Associated Boards of Trade, and sent by the Bureau to the Convention.

A report was received from a Special Committee appointed to deal with the question of the distribution of the Administration of Justice Accounts between counties and separated towns or cities. On motion the report was referred to a special committee to be composed of County Clerks, City and Town Clerks, City and Town Solicitors who were members of the Convention.

The President then introduced Mr. T. L. Church, Mayor of the City of Toronto, who was received with much applause, and delivered an interesting address of welcome to the representatives.

Greetings from the City were also presented by Ald J. G. Ramsden.

In reply the President heartily and felicitously thanked his Worship and the Toronto City Council on behalf of the Convention for the hospitalities shown, and the accommodation provided. The President then proceeded to deliver his annual address.

Secretary Spence presented the Executive Committee's annual report which was on motion received and referred to the Committee on Resolutions.

On motion duly seconded the following resolution was unanimously adopted:

"That the Executive Committee of the Association along with the delegates presenting resolutions and memorials by a Committee on Resolutions, and that all resolutions, resolutions, memorials and communications embodying proposals for Convention action be referred to this Committee."

On motion of Mr. W. B. Doherty of St. Thomas, seconded by Mayor Bolby of Brantford the President's address was referred to the Committee on Resolutions for consideration. High appreciation of it was expressed.

A number of resolutions were presented by different members and were referred to the Committee on Resolutions.

Mr. F. A. Dallyn, C. E., B. A., S. C. Provincial Sanitary Engineer, was introduced by the President and delivered a very interesting address on the Disposal of Domestic Waste. A cordial vote of thanks was tendered Mr. Dallyn for his valuable paper.

The President introduced Dr. C. J. Hastings, Medical Health Officer of the City of Toronto, who delivered an exceedingly instructive address upon Municipal Councils and Public Health. A cordial vote of thanks was tendered Dr. Hastings for his valuable paper. The Convention then adjourned till the afternoon.

AFTERNOON SESSION.

The Convention resumed business at two o'clock. The first business was the presentation of the year's financial statement by the Secretary-Treasurer which was duly received and referred to Messrs. S. H. Kent and A. H. Chapman, auditors appointed by the President.

Mr. J. B. Laidlaw, Manager of the Norwich Fire Insurance Company, was introduced and delivered an address on Municipal Councils and Fire Protection. His paper evoked a good deal of discussion. Among the speak-

ers being Fire Chief Howard of Peterboro, and Mr. Heaton, Provincial Fire Marshal.

Hon. Col. McNaught, Provincial Hydro Electric and Commissioner, addressed the Convention upon the Provincial Hydro-Radial situation. Discussion followed a cordial vote of thanks was tendered to Mr. Laidlaw and Col. McNaught.

Some other resolutions were then presented and referred to the Resolutions Committee.

Mr. S. H. Kent presented the report of the auditors which was received and adopted.

SECOND DAY.

The President took the chair at 10 A. M., on Friday, August 31st, and the report of the Committee on Resolutions was presented by the Secretary, and after full discussion was adopted as reported.

The President requested W. C. Caughell, Vice Chairman, to take the chair during the reading of the next two papers.

Mr. Caughell introduced Mr. Thos. Adams of the Conservation Commission who delivered an interesting and much appreciated address upon Proposed Town-Planning Legislation.

Major J. S. McCullough, Chief Officer of the Provincial Board of Health was introduced and read an informing paper upon Water Supplies in Towns and Cities.

Cordial votes of thanks were tendered to Mr. Adams and Major McCullough.

The President having resumed the chair the Secretary submitted the report of the Committee on Nominations.

The report recommending certain members as officers for the year 1916-1917 was received and adopted.

The Secretary stated that the Committee on the Special Report on Distribution of Administration of Justice Accounts had not been able to hold a meeting. On motion the Report was recommitted to the Standing Committee that had originally prepared it, with a request that the matter be further considered and be reported upon at next Convention.

The newly elected President, Mr. W. C. Caughell, was then called to the chair and delivered a brief address.

On motion of Mr. Doherty, seconded by Mr. Chapman the City Newspapers were cordially thanked for the specially full reports they had given of the Convention proceedings.

On motion of Mr. Geddes, seconded by Mr. Huenergard a vote of thanks was tendered the President for his efforts on behalf of the Association during the past year, and his management of the Convention.

The City of Toronto was also cordially thanked for its kindness and hospitality in making arrangements for the accommodation and entertainment of the representatives. The meeting was then closed by the singing of the National anthem.

TWO IMPORTANT RESOLUTIONS PASSED BY THE ONTARIO MUNICIPAL ASSOCIATION AT THE ANNUAL MEETING 1916.

A Municipal Department.

Moved by K. W. McKay, of St. Thomas.

That this Association approves of the announcement "That a Provincial Municipal Department will be established as soon as financial conditions warrant it" and expresses its desire for an early organization of the same, and that the President appoint a special committee of three to confer with the Premier and Provincial Secretary in reference to the matter.

Co-Operation with Union of Canadian Municipalities.

Moved by W. B. Doherty, of St. Thomas.

That this association recognizes the Union of Canadian Municipalities as a useful agency for the promotion of desirable Dominion Legislation affecting municipalities, and as a bond of union between the municipal associations of the different provinces, and that the officers of this association be requested to co-operate as far as they may deem advisable with the Union in advancing the interests of the municipalities of Canada in matters which require to be dealt with by the House of Commons or Dominion Government.

Affairs in British Columbia

By JACK LOUDET.

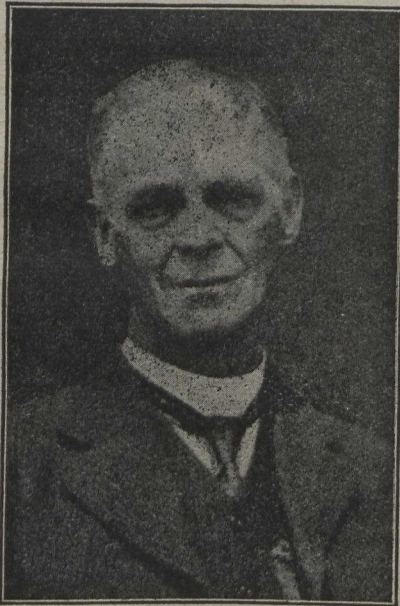
The improvement in general business conditions throughout the Province is reflected in the demands in various municipalities for increased wages for civic workmen. In Vancouver six hundred civic employees threatened to strike if their wages were not immediately increased to \$3 per day. Mayor McBeath informed the delegates making the demand that if they struck work before the regular council meeting they would be permanently replaced.

SOUTH VANCOUVER.

Finances apparently will not permit of the increase but the subject is under consideration and no strike has taken place.

South Vancouver has again been the storm centre of British Columbia municipal politics, trouble having arisen over staff changes, in personnel and salaries. This municipality will submit to the Union of British Columbia Municipalities a resolution favouring a two year term for councillors with provision for recall. This recall system is also being urged by the conservative candidate in South Vancouver.

It is very doubtful whether even a recall system would make matters run more smoothly in South Vancouver and so far there has been no demand for this innovation from any other part of the Province.



EX-CONTROLLER F. S. SPENCE,
Secretary Ontario Municipal Association.

NORTH VANCOUVER.

North Vancouver City recently lost a sum approximating \$10,000 through a burglary at the city hall on the rebate expiry date. Subsequently an enquiry was held and the treasurer and staff of three dismissed, no reasons being given. A careful perusal of the evidence at the enquiry and examination of the circumstances surrounding the robbery fail to show any cause for such drastic action so unless the aldermen are acting on information not given at the enquiry and unknown to the public a grave injustice has been done to the staff. The treasurer has eight years service to his credit and the stenographer and assistants, five, four and one and a half years respectively.

The enquiry demonstrated how undesirable it is for a municipal council to have the power to appoint a book-keeper as auditor instead of a chartered accountant.

The accounts were found in good shape and allegations made by the auditor found to have been made in error

through ignorance of municipal procedure and law, he having been but recently appointed to the position.

VICTORIA.

The City of Victoria is again in trouble through decisions of Judge Lampman in assessment appeals. Astonishing reduction have been allowed and the council being without authority to equalize assessments based on the judge's figures, an unfair advantage is given the appellants. The years being so far advanced the decision could not be appealed without doing great harm to the city.

The tax rate has been struck at 19 mills nett.

This city has revised water rates downwards and gives under the new schedule better rates to industries.

NEW WESTMINSTER.

New Westminster which recently disposed of its waterfront market site for railway purposes is now asked to give up all or part of the new site for an extension of the Vulcan Ironworks. This company proposes to construct a boiler shop, foundry, ship repair yard and floating dry-dock. The Schaaque Machine Works also desire a portion of the new market site, guaranteeing an expenditure on building and plant of \$70,000. In the event of arrangements being made with these concerns, satisfactory to the city, the market will probably be located on Lytton Square. The report of the solicitor to the Union of British Columbia Municipalities is now printed and gives in detail the results accomplished at the last session of the legislature.

It is chiefly interesting from its pointed criticism of the Mayor of North Vancouver for his action in opposing before the municipal committee of the house certain proposals endorsed by the union while appearing as a member of the executive elected to urge their adoption. The Reeve of Point Grey is also censured for introducing matters not considered by the union and allegedly using political influence. These portions of the report will no doubt raise a stormy discussion.

C. P. R. AND RETURNED SOLDIERS.

The houses which the C. P. R. is building in the west for the returned soldiers will cost them about \$1,000 each, with out offices. They will consist of four rooms each—two bedrooms, dining room and kitchen. Each farm will consist of 160 acres and there will be 80 additional acres which may be availed of in the course of time, and as the settler concludes that he can work it. The C.P.R. has several designs for homes which will be submitted to the intending settlers. These offer a variety of design to suit different tastes and different pockets, it may be said. The settler can choose a house which will cost him \$2,000, but the payments will be made exceedingly easy. In all there are probably 8,000,000 acres of land held by speculators in the West; but, apart from that, there are literally hundreds of millions of acres of cultivable land lying idle over the West—not close to the tracks, of course, but good land which many have longed for so ardently that they have sat on the steps of the land office all night to be the first in the morning to get their application in. The C. P. R. is going on on its own account with the colony homes; but it expects that the Government will shortly outline a plan of a comprehensive nature which can be generally applied to the situation.

DAYLIGHT SAVING.

Vicar of country parish, (discussing the Daylight Saving Bill): "But why have you put the small clock on and not the big one?"

Old Man: "Well, it's like this, sir. Grandfeyther's clock have been tellin' th' truth for ninety year, and I can't find i' my 'eart to make a liar o' he now; but li'e clock, 'e be a Garman make, so it be all right for 'e."—Farm and Home, (British).

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Vol. XII

OCTOBER, 1916

No 10

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High Cost of Foodstuffs in Canada

Like the rest of the Empire Canada already has the problem of the high cost of foodstuffs on her hands but with this difference that whereas the other Dominions have taken effective steps to check the unscrupulous raising of prices by food speculators, this country as yet has done nothing, and so the only limits, to the grasping selfishness of our food perveyors are our patience, which is long suffering, and the size of our purses. In Newfoundland the Governor in Council was authorized in September, 1914—immediately after the war started—to take possession of all foodstuffs unreasonably held; that is, any foodstuffs held for higher prices than the maximum rates laid down by the authorities are seized, and but a reasonable price allowed to the sellers. In Australia they have gone further. In every state of the Commonwealth legislation has been enacted under different titles. For instance, in Victoria they have the Price of Goods Act which provides for the fixing of maximum prices by a Prices Board acting in conjunction with the Governor. Any person selling above the maximum rates is liable to a fine of \$2,500. Western Australia has a Royal Commission to fix the maximum prices and if any person, who has them in his possession, refuses to sell goods at the maximum rates, he is liable to a fine of \$5,000. What is more these fines are rigidly enforced. In New South Wales the foods protection measure is under the title of the "Necessary Commodities Control Act." In addition, Federal legislation has been brought about giving power to both the Commonwealth and State Governments to secure all information in regard to the available amount of food stuffs within the borders of Australia, the amount required to supply the people, and of all attempts at speculative dealing. There is not much

chance in the land of the midnight sun for the man contemptible enough to gamble, with loaded dice, with the food of the people. In New Zealand, under the Trade and Commerce Act, similar powers to those of Victoria are vested in the government—the fine is \$2,500—and in all the crown colonies, notably in the West Indies and Egypt very strong measures have been taken to protect the inhabitants from the food sharps.

Now the question comes, what are we going to do in Canada to keep the prices of our food down to reasonable figures. Most of our foodstuffs supply is grown within our own borders, and while it is reasonable to expect some increase in prices because of the demand of our armies, Great Britain and our allies, the prices now pertaining in most parts of the Dominion are not only excessive now but are in great danger of soaring skywards. This is a serious situation and one that should have been taken in hand by the authorities immediately war broke out, but better late than never. To our mind the remedy lies equally in the jurisdiction of the Federal and Provincial parliaments. That is, simultaneous legislation should be enacted in each of the provinces enabling local authorities to appoint a Prices Board to fix maximum prices and with power to enforce the act by heavy fines for delinquents, and that a Federal commission be appointed with similar powers to those of the governments of Australasia. Such a commission working with the local Prices Boards would soon stamp out the cornering and manipulation of food stuffs of which the present high prices are the consequence. Be that as it may something must be done, and done quickly, if the prices of our food are to be within the purchasing power of the average family.

The Canadian Association of the Prevention of Tuberculosis

In the report of the Canadian Association for the Prevention of Tuberculosis which was presented at the annual meeting, the executive gives a record of splendid work well done in the elimination of consumption from our midst. It is now sixteen years since this excellent society was founded to work up an intelligent public interest and to secure real co-operation throughout the Dominion in fighting the insidious disease. The success of the continuous campaign is best evidenced, in the following figures:

In 1908—250 beds in all Canada.

In 1911—900 beds in all Canada.

In 1916—2,000 beds in all Canada.

But the best work of the association would seem to be in its educational work—real preventative medicine for tuberculosis. The report on this point says:

"During the past year we have published our Annual Report in English and in French, and have already distributed some 10,000 copies of our pamphlets on ventilation, about 2,000 reprints, a thousand books on treatment and over 100,000 leaflets. The requests for literature come from the most obscure country districts as well as from public libraries and social workers all over the country. Over 60 public libraries in the United States have requested copies of our reports."

And as an indication of the future operations of the society the report further says:

Our Association has frequently received requests for some form of tuberculosis exhibits to be used in instructing school children, or to be used at health lectures, at county fairs, and at various educational conventions. We have, therefore, decided to prepare a number of duplicate sets of these exhibits which can be placed in small parcels and sent wherever requested. These should prove of great assistance in teaching this important subject, and also add greatly to its interest. Such exhibits will do away with the necessity of lantern slides which cannot always be conveniently used.

These exhibits will consist of maps, charts, statistics and photographs helpful in explaining the disease, its prevalence and methods of prevention, and as we hope to have them arranged and catalogued, so that a layman can easily understand and explain them, they should prove great advance in our educational work."

We have before today urged municipal councils to do all they can—and they can do much—to help on the good work, for even 2,000 beds are not near sufficient to meet the demand, and while out of five new hospitals opened last year one was contributed by the City of Quebec, much more might be done by municipal authorities in the interest of the health of the community.

Lord Shaughnessy and the Future of Canada

Lord Shaughnessy, who recently made an inspection of the great railway system of which he is the head, has been giving some homely advice to the people of the West in regard to the near future of Canada. Essentially an optimist of the practical kind the President of the Canadian Pacific Railway sees great prosperity for this country but he was emphatic in stating that we must depend on ourselves more than we have done in the past. "We must try to frame our own policy," he said, "and must try to carry it out vigorously, receiving of course such advantages as may properly come to us. But our own capacity for business, our own organizations and our own energy are the factors that will determine what is exactly the amount of progress we are going to make." These words should be at once a warning and stimulus to the public men and leaders of industry in the Dominion who are counting too much on the gratitude of the Old Country for the sacrifices that Canada has rightly made in men and money. The British people will have enough to do in repairing the economic destructiveness of the war in their own country, and for which they are already preparing, and it is up to us to do the same in Canada.

Lord Shaughnessy gives as a basis of any policy of preparedness the necessity of the right kind of immigration with which we heartily agree, but when he says that "we have ample time to make plans to induce good people to come here" we would

remind his lordship that the efficient C. P. R. system has not been installed in our public departments, and that governments are, in his own words "slow in their movements." In fact they don't move at all until public opinion forces them. Hence we cannot start any propaganda work too early, as they are already doing in the other Dominions. But the summing up of this big Canadian's homily is worth repeating here because it is typically Canadian in its confidence and is a slogan that should be not only in the mind of, but acted upon by every citizen of this Dominion. It reads as follows:

"About the future we have no doubt whatever. If we continue as we are, conserving our resources, avoiding unnecessary expenditure until we can afford it better, if we conclude that our success is going to be dependent entirely on our own efforts and that any assistance we get from other causes must be considered extraneous and not essential, if we make up our minds that we are going to be equal to any country in the world, and that of our ability to do things there is no question, there will be no doubt as to the position of Canada in the future. I have no doubt that there are many young men who will see this country with a population trebled at least, and even larger figures might not be excessive if we perform our duty."

British Sailors' Relief Fund

We congratulate Mr. M. P. Fennell, jnr., the secretary of the British Sailors' Fund, on the success of his recent whirlwind coast to coast campaign with the idea of enthusing the people of Canada with the objects of the fund—namely to show in tangible form that Canada is grateful to the seamen of the Royal navy and the mercantile marine who have been, and are, sacrificing their lives that we may sleep in comfort. Their work, particularly on the mine sweepers, is not spectacular, nor is it even decently paid, but it is nerve racking and dangerous, and during the long winter months in the North Sea, miserably cold. Yet these men have been keeping their watch day and night, for over 2 years. It can only be a deep sense of duty that holds them to their job uncomplaining, and it was a kindly thought on the part of Mr. W. G. Ross, of the Montreal Harbour Board, to start the fund that gives the people of this country an opportunity to compensate in some little way those silent heroes and protectors of our shores for as Mayor Waugh of Winnipeg said at the Manitoba meeting: "Not a

Canadian soldier could have reached the shores of France if it had not been for the magnificent work of the British Navy" and we might add that if it had not been for this same navy Canada would have been invaded long ago with all the horrors attendant to German occupation.

The fund, which has for its high water mark, \$500,000, has already reached over \$200,000 and we trust the larger sum will soon be even exceeded. What we are particularly pleased to record is that much of Mr. Fennell's success is due to the support of the mayors and councils of the cities he visited. This additional responsibility to the already large demands on the energies of our local executives being taken up so enthusiastically is indeed evidence of the spirit of municipal Canada, and we have every confidence that Mr. Fennell's next tour, which will be in Ontario, will meet with the same success that he obtained in the rest of Canada. The fund itself is a noble one and the organizers worthy of the responsibility they have so unselfishly taken upon themselves.

Ontario and Municipal Preparedness

The President of the Ontario Municipal Association (Mr. Arthur Bunnell, City Treasurer of Brantford) in his address before the recent convention of the association took a stand that was illuminating as showing the spirit in Ontario municipal circles towards the war with its aftermath of problems. He truly said that confidence had taken the place of the doubt (in some people's minds) of twelve months ago, but not just satisfied with striking the patriotic note the speaker brought home to his audience the opportunity and responsibility of the civic authorities in not only hastening the successful consummation of the war but in preparation for the great peace of victory.

"The war has exalted," said the president, "our vision and broadened our outlook and there is no field that is more potent with opportunity and with responsibility in the future than that connected with municipal administration. Canada has taken upon herself an immense burden of debt, both nationally, provincially and municipally and the present war is adding to it by millions every month. Canada is a country of great resources but we must see to it that conditions are such that every man has an opportunity of obtaining a living for himself and his children under fair and decent conditions."

These words are balm to our soul for have we not been preaching this sermon for months and now that we have municipal leaders taking up the same text and handling it so well as does Mr. Bunnell we have confidence in our mission. But Mr. Bunnell does not confine himself to generalities. After

stating the fact that many municipalities in taking up war burdens have taxed themselves to the limit allowed by law, and that with the increasing demand for public improvements there is no possibility of any reduction, he very pertinently states that "Councils must bend their energies

"to creating conditions that will allow of more production. Roads and systems of transportation must be established and methods devised to bring producer and consumer together. Economy must be taught as a public virtue. Vocational education must become part of our public school curriculum and everything possible must be done to enable the rate payer to produce more and to earn more."

Here the speaker gave the crux of the situation. But how are councils to create better productive conditions and how can the councils bring producer and consumer together? The answer to our minds is by sympathetic organization. That is while each of the councils should encourage and boom those industries indigenous to the neighbourhood there should be an organizing body for the whole of the municipalities of Canada. Such a body has been created by the Union of Canadian Municipalities at its last convention and this journal, as the official organ of the Union has already started to gather data so as to enable a definite policy to be pursued. As stated in our last issue when ready these plans and data will be submitted to the city and town councils. The great idea that must be inculcated into the minds of the civic authorities of this Dominion is preparedness, preparedness and preparedness.

Public Health Convention

The Public Health Association Convention which was held last month in Quebec was particularly interesting and instructive, almost to the point of abruptness. Not that there was any lack of courtesy—that would be impossible in any gathering of medical men—but all the papers and discussions were given with a directness somewhat disconcerting to the lay mind, which is used to being fed on conventional platitudes. And there certainly was no need for the layman to take a dictionary with him to understand the technical terms—there were none—but every minute of each session was loaded up with solid material and every subject pertaining to health was dealt with thoroughly in the discussions. While it would be unnecessary for us to pick out any particular paper for its individual value, for they were all good, the symposium on immigration, because of its special bearing on a large part of the future citizenship of this country, appealed to our sense of values in view of our own campaign of preparedness, and the conclusions put into the form of resolutions should be acted upon very quickly by the authorities. The symposium was made up of five papers and twelve speakers, each one being a specialist on the phase he, or she, took up, and though we do not agree with all the statements made we are heartily in sympathy with the resolutions that were passed. Throughout the session there was a unanimity of opinion that the laws and system governing the medical inspection of immigrants were far from perfect, and that if Canada would have a better class of immigrant, in physique, mentality and morals, the system must be radically changed. We would go further and say that our whole system of inspection should be changed to meet the new conditions that will arise when this war is over. We believe that our immigration problems must be solved at the ports of entry, and not left to the inland provincial and municipal authorities, if we really want this country to be a homogeneous Dominion and not a communal dumping ground for every foreign sect or people that choose to come to this country. In the middle West we already have large communities of foreigners who know not Canada—its laws, constitution, etc.—and who, in the first generation at least, are not likely to ever know the meaning of British citizenship under the present system of allowing them to herd together in one place; and the only places this can be prevented is at the immigration ports, where they can be properly directed. The difficulty of the government of the United States in its relations with European affairs during the last two years was not in having a large German population but in having large communities of Germans, and if Canadian citizenship means anything good at all we cannot instil its ideals too early into the minds of new immigrants, but which is not going to be done by encouraging the present herding-together-of-foreigners system.

The proper direction of immigration is also necessary to secure the best out of newcomers. The misdirection of immigrants was brought home to this country soon after the outbreak of war when

the mayors met at Ottawa to petition the government in relieving the situation caused by unemployment, and which in turn had been brought about by the large number of agriculturists found in the cities. This was well illustrated by Mr. J. G. Woodsworth who contributed to the symposium, in the following extract.

"In a special investigation which was made a year ago in Winnipeg, statistics were obtained in regard to two hundred and fifty-five families who were in receipt of relief. In 70.02 per cent of the cases the head of the family was in the Old Country, an owner of land which he cultivated; in 16.08 per cent he was an agricultural laborer and in 7 per cent a tenant farmer. In 6 per cent only had he earned a livelihood from any other source other than the land. Here then is an example of the lack of proper direction by which, out of 255 immigrants, 240 who had been on the land and should be on land as producers in this country, were herded in the cities without work, without money, and supported by public charity."

We trust that the discussions of the Public Health Association on this important subject will have sufficient effect on the powers that be to do something.

CIVIC IMPROVEMENT LEAGUE OF CANADA.

We have just received the report of the Civic Improvement League of Canada Convention which took place in Ottawa last January. As this journal has already published a report of the convention in our February issue, together with our comments, there is no necessity to go over the ground again. The blame for the long delay in the publication of the official report is put on the printer—the poor printer has to stand for a lot—but we do suggest to the Commission of Conservation that if they want the Civic Improvement League to do really effective work its discussions must be published a little earlier than nine months afterwards. Events move quickly these days and much of the work done at the Ottawa Conference is already out-of-date. This Journal believes in promptitude hence our publishing our report in the February issue, though the conference was held in the last week of January.

UNION OF B. C. MUNICIPALITIES.

The Annual Convention of the Union of British Columbia Municipalities will be held, October 11th and 12th, in the City of Vernon, B. C.

GOOD ROADS ASSOCIATION IN NOVA SCOTIA.

A Provincial Good Roads Association has just been formed for Nova Scotia with the following officers:

President Mr. G. F. Pearson, of Halifax; First vice-president, Mayor W. H. Roach, Windsor; Second vice-president, Mr. J. S. Whyte, Glace Bay; Third vice-president, Mr. W. Churchill, Brooklyn, Yarmouth County; Secretary-treasurer, Mr. R. P. Bell, Halifax; together with a number of representatives of various counties. The fee for ordinary members was fixed at \$1; sustaining membership, \$10, and life membership \$100.

The U. C. M. Convention

An Appreciation

To the Editor—

As one of the General Public attending the recent Convention of the U. C. M. held in this City. I was much impressed first by the importance and practical nature of the many excellent papers; Secondly, By the earnest attention given by the various Municipal Delegates; and lastly by the unfortunate lack of sufficient time to allow full discussion; now Sir, I have a suggestion to make whereby something might be done to remedy the lack of discussion and at the same time, do something practical along the lines of Teaching Civic Government in Public Schools. (This was a subject on the Programme that was crowded out unfortunately.)

The suggestion is to suppose the Delegates at the recent Convention to consider themselves on Education Committee (with power to add to their number in their respective Towns and Cities sufficient to form good strong local Committees), who will take the Official Record of the Convention, when issued, as a Text Book and then get busy educating their local Public; and thus establish a new feature in Canadian Education. And in order to do so economically why not make use of the Public Schools as Lecture Halls (say at least one school in each ward to begin with) and then in future, as interest increased, any Maps, Diagrams, or Movie Pictures that might be used to instruct the Parents in the evenings, could be employed to teach the children in the daytime; say, for example, in town planning, etc., etc.

I think in starting special concentration should be employed along the lines of your paper on "Municipal Responsibility in Canada's Preparedness" and special endeavour made this winter with the least waste of time to bring such public pressure to bear on the Federal Governments, Provincial Governments, and Municipal Authorities that they should co-operate to establish National Labour Bureaus; whose very first duties should be to obtain reliable Registration of all un-employed in Canada; making very careful notes of all skilled labour, because very possibly there might be many at present unknown specialists in Trades that would pay handsomely if developed systematically; and not only supply goods now imported, but would result ultimately in large factories employing many thousands of hands.

And I would point out that anything proposed to be done for the returning soldiers after the war, could be enlarged into a "National Employment System to include all un-employed for the future; or to put it in another way according to an anxious in Euclid, "The greater always includes lesser" and a "National System" to meet unemployment, which should be inaugurated as soon as possible, would certainly include the Returned Soldiers as having a first claim always.

But the great fact to be kept in mind, and the Public educated up to till practical results are obtained is immediate preparedness so that the whole machinery may be working smoothly when the big bulk of our Soldiers return at the close of the war.

Seeing that the new president, and several other important officials of "the Union of Canadian Municipalities" reside in Montreal and neighborhood, could they be persuaded to start this ball rolling of Educating the Public, and forming themselves into a sort of Headquarters Staff or Chief Executive Committee together periodically the results from the other Municipalities and publish Summaries of same in your Journal; so that practical results may be constantly kept in view and aimed at, resolutions should be adopted by the various towns and cities, be forwarded to the Local Federal, Provincial Representatives and other officials or bodies concerned.

One thing is certain and that is a beginning should be made at the earliest date possible by some body of citizens really in earnest about Preparedness, for the Peace times we hope may arrive sooner than many expect.

Yours sincerely, W. N. DIXON.

We are delighted to publish extracts from a letter to Mr. J. S. Woodsworth, who in his articles to this journal, has given so much pleasure to our readers.

It is a long time since I have been so struck with the fanciful thought-power of an article, as in reading your "Twentieth Century Vision of the Holy City." Within the covers of the Canadian Municipal Journal there is always to be found much of material value; but were I the privileged editor of that journal I would cast around me for just such a brilliant essay as your "Vision" for every issue. The mission of the publication might seem to call them in some other direction—to the superficial—and it may be thinly argued that your "Vision" will be of little aid, in handling the material problems of civic life. This view, of course, is as narrow as (unfortunately) it is widely held. I am satisfied Mr. Woodsworth that it is just the incapacity of the masses of our people, and surprisingly many of the people's leaders, to dwell on their possible service to the community, in your terms of vision, and beauty and power, that makes the social troubles of our day possible.

I felt I could not afford to lose the opportunity of telling you how much your style of thought has appealed to me. "The City itself was one vast Temple." That is the master chord in the melody of the life and religion of tomorrow, amongst man and women "made wiser by the steady growth of Truth". Your words have made a strong appeal, and I simply had to tell you. Among all the good things in the Journal this month (August) "The Holy City" stands as a tribute to its author; and like a beautiful flower in a field of splendid grain. I was charmed."

Big Civic Convention

The following Civic Associations of the United States—the National Municipal League, the City Managers' Association, the Civic Secretaries Conference, the Bureau of Municipal Research workers and the New York Training School for Public Service will meet in Springfield during the week of November 20th to 25th. This will be the largest gathering in the interests of higher municipal standards ever held in this continent.

The National Municipal League deals with political and governmental problems; the City Managers' Association with the question of administration under the city manager form of government; the Civic Secretaries with the problem of keeping officials and citizens interested in civic improvement; the Municipal Research Workers with the introduction of efficient methods of conducting municipal business and the Training School with the training of experts for all lines of public service.

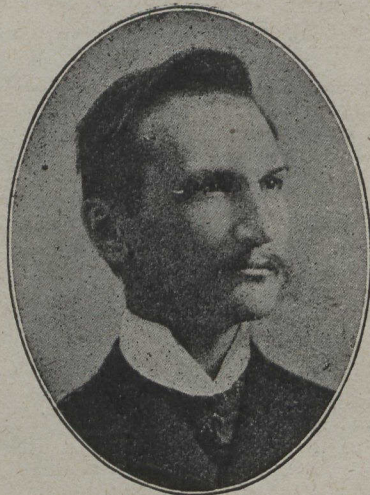
Mr. Lawson Purdy of New York is president of the League, and Mr. Clinton Rogers Woodruff of Philadelphia, whose address on a "Model Charter" delivered before the convention of the Union of Canadian Municipalities is published in this issue of the Journal, is its secretary. Mr. Purdy, as chairman of the New York Board of Taxes and Assessments, represents one of the new type of city officials, as does Mr. Woodruff, who, in addition to serving as secretary of the League, has been for ten years the chairman of the Board of Registration Commissioners of Philadelphia.

Mr. Henry M. Waite, the city manager of Dayton, is president of the City Managers' Association, as well as an active member of the council of the National Municipal League. Their secretary is Mr. O. E. Carr, formerly city manager of Cadillac, Michigan, but now Manager of Niagara Falls, which recently adopted the city manager form of government.

U. C. M. CONVENTION



ALD. LESLIE BOYD, K. C.
Montreal, New President.



W. D. LIGHTHALL, K. C.
Honorary Secretary.



T. C. CHURCH, K. C.
Mayor of Toronto, Retiring President.

The valuable papers presented at this convention fall into into three classes: the series presented on Monday night, August 21st, on various phases and elements of being prepared for conditions after the war; papers given Tuesday afternoon on the purely business and book-keeping end of civic life and a valuable and interesting succession of papers on Tuesday night on the various forms of municipal government as tried out in various parts of Canada. The papers given Tuesday morning were a great contribution to the success of the Convention, each touching topics falling somewhat outside the three classes mentioned. For example, Mr. J. Duchastel, C.E., president of the Good Roads Association of Canada, read a paper entitled "Good Roads Movement and Its Influence on Urban Municipalities." There was an interesting debate on Daylight Saving resulting in a resolution asking that the Dominion Government should be memorialized in the interests of a Federal law on the subject, and the resolution in turn came to a division where it was lost. One of the most interesting papers of the Convention was also delivered Tuesday morning by Mr. Clinton Rogers Woodruff, secretary of the National Municipal League of the United States, on "The New Model Charter of the National Municipal League."— a scientific charter from the American standpoint. On Monday afternoon an address by Mr. Thomas Adams, town planning adviser to the Commissioner of Conservation at Ottawa, excited one of the liveliest debates of the three days. A clear and well planned paper on "Proportional Representation," by Mr. Howard S. Ross, K. C., was also delivered Monday night.

The wide field covered by papers directly or indirectly dealing with preparedness after the war, is shown by the following list delivered Monday night: "Municipal Responsibility in Canada's Preparedness," this introductory paper being by Mr. Frederick Wright, the editor of this Journal; "Returned Soldiers— Employment, Soldiers' Homes, Hospitals, Memorials," by A. R. Doble, founder and president of the Khaki Club of Montreal; "The Patriotic Fund—Federal or Provincial or Municipal Tax?" by Sir Herbert B. Ames, M. P., honorary secretary Patriotic Fund, read in his absence by Mr. W. D. Lighthall, K. C.; "Immigration," by Dr. J. D. Page, chief immigration officer of the port of Quebec; and "Public Employment Offices," by Mr. M. Stewart, chief statistician Federal Department of Labour.

On Tuesday afternoon were given: "A Study of a City's Sinking Fund," by Mr. Thomas Bradshaw, commissioner of Finance and City Treasurer for Toronto; "Municipal Accounting," by Mr. E. T. Sampson, secretary-treasurer

of the City of Outremont; "How Best to Introduce Modern Systems of Municipal Work," by Dr. Horace L. Brittain, managing director of the Bureau of Municipal Research at Toronto; and "Municipal Assessment," by Mr. Robert Ryan, chairman of the finance committee of the City of Three Rivers.

In the third series of papers on forms of municipal government the first item was to have been "Forms of Municipal Government," by Mr. W. D. Lighthall, K. C., honorary secretary of the Union of Canadian Municipalities, but he waived his place to allow the others more time. The other speakers were: Ald. Emery Lariviere, of Montreal, president of the Union of Quebec Municipalities, on "Aldermen and Committees"; Controller J. W. Nelson of Ottawa, on "Controllers and Council"; Mayor W. D. L. Hardie of Lethbridge, Alta., on "Commissioner Only"; Commissioner P. W. McLagan, of Westmount, on "The Manager System"; City Commissioner C. J. Yorath, of Saskatoon, on "The Ideal Form of Civic Government and Administration"; and Mr. J. N. Bayne, deputy minister of Municipal Affairs, Saskatchewan, on "Provincial Departments of Municipal Affairs." All these gentlemen will be recognized as well-known experts.

Resolutions following out suggestions of many of these papers came before the Convention, and in some cases were acted upon. In others they were either lost or reserved for a more exhaustive study.

A warm welcome was extended to the city by Mayor Martin, Ald. Dr. Dubeau, and a number of city aldermen. The stay of the delegates was made pleasant as it was possible to do, and the delegates were entertained on Wednesday afternoon by both the city and the Harbor Commissioners.

Ald. Leslie H. Boyd, K. C., the first Vice-president, was elected during the second day to take the place of Mayor Church, of Toronto. The next place of meeting will in all probability be Victoria, B. C., but power was left in the hands of the executive to change it if circumstances should make it advisable.

The presence of Hon. Robert Rogers, Minister of Public Works, representing the Government of Canada, on Tuesday afternoon gave a special significance to the talk on preparedness, and the Minister himself delivered an eloquent address on the subject from the federal point of view.

The executive committee have been left with a number of important questions to consider, some for action during the year and other for a report at the next convention.

16th Annual Convention of the Union of Canadian Municipalities

The Sixteenth Annual Convention of the Union of Canadian Municipalities opened at 2.15 o'clock on the afternoon of August 21st in the City Hall at Montreal. The President, T. L. Church, Esq., K.C., Mayor of Toronto, was in the chair.

The Mayor of Montreal (M. Martin, Esq.,) extended a most hearty welcome to the representatives, saying that Montreal was honored by their presence, and that he hoped that not only his own city but all cities throughout the Dominion would profit by their deliberations, particularly with reference to the problems with which they were faced on account of the crisis in their affairs brought about by the war.

Ald. D. McDonald, Montreal—As Mayor Martin had spoken in French—welcomed the delegates on behalf of the city in English.

Mayor Church of Toronto, Mayor Stevenson of London, Mayor Hardie of Lethbridge, Mayor Cater of Brandon, Mayor Young of Saskatoon, Ald. Ryding of Toronto, Mayor Sylvestre of Sherbrooke and ex-Controller Spence, Toronto (secretary of the Ontario Municipal Association and one of the founders of the Union of Canadian Municipalities) replied on behalf of the delegates.

The President then delivered his Inaugural Address as follows:

"Owing to the war there has been no Annual Convention held since August, 1914. It was deemed advisable, however, to again hold our Annual Convention this year. We have to thank His Worship Mayor Martin and the City Council of Montreal for inviting us here to this splendid City. I take this opportunity of thanking the various officials of the Provincial Unions and our own officials for the services they have performed in war time.

This Union of Canadian Municipalities was formed in 1901 for the double purpose, first, of securing beneficial legislation, and second, for safeguarding municipal interests generally throughout the Dominion. It is composed of delegates appointed by various municipalities having a membership in the organization.

The Union has a complete system of provincial branches and a large record of useful work to its credit. As a body it has been of far greater public usefulness than can be gathered from the history of merely actual measures which it has initiated or promoted. It has been a steady educator of public opinion, which, after all, is at the root of all progress.

The need of concerted effort by the municipalities to protect municipal rights was never more apparent or more necessary than during the last session of the Dominion and Provincial Parliaments. Our Union has made itself a force in Canada as the protector of the rights of the municipalities. Unfortunately, when legislation affecting the municipalities is being considered, there are always to be found in Canada's Parliaments some representatives of the people at least who invariably take a stand against our rights on almost every occasion. We are confronted with powerful lobbies, and it is a deplorable thing for the people of Canada to think that the municipalities have to fight as they have to secure their rights, as was the case when the Radial Bills were being considered at Ottawa last Session. The Union should make a list of the members in question. There was no use in having a Union that met once a year; passed a few resolutions; had a reception and dinner; heard addresses from gentlemen of high sounding names and then adjourned until the next year, but one that would be in operation for 365 days in the year; that would check legislation, both Dominion and Provincial, and be a defender of municipal rights. Provincial and Federal rights were safeguarded, but municipal rights were being encroached upon and violated. It was for this reason that our Union was found to be a necessity in Canada. There was never a time that there was more work for it to do than at the present. Companies which could not obtain provincial and municipal charters went to Ottawa last Session and secured them there and had legislation passed, as in the Radial fight, which upset the rights of the municipalities. "The various Provincial Governments

also are no better, in my opinion, than the Parliament of Canada in this respect." Many of them are easily lobbied.

The Committee of the Legislature are also easily lobbied; for example, the ratepayers of Toronto carried a By-law at the polls by a nineteen thousand majority in favor of annual election of school trustees in the interest of efficiency and economy, but aided by a powerful lobby of the interests, the Legal Committee of the Ontario Legislature, threw out the Bill. It is the duty of this Union to awaken the public against encroachment on their rights and privileges in the various parliaments of Canada, and to vote only those to Parliament who were known to have the interests of the people at heart, and the rights of the municipalities.

Clean Municipal Government.

It is a matter of congratulation that while there were so many grafts and scandals, since Confederation, connected with the parliaments of the country, the municipalities had been, on the whole, comparatively free from these evils. The governments of the municipalities of Canada for efficiency and economy, would compare very favorably with that of the Dominion and the Provinces, and decidedly to the advantage of the municipalities.

Franchise Votes.

The time has arrived in Canada when the people should further safeguard municipal franchises of all kinds, from a present and future standpoint. In this respect the legislation of the Province of Ontario is beneficial, which provides that no franchise could be granted or extended without the vote of the ratepayers at the polls, and without every agreement in this connection being submitted to the ratepayers. This would be a wise proposal in the case of Montreal, and should be a public law generally for Canada. It would have been a good thing for the City of Toronto in 1892, when the present Company got our street railway franchise for thirty years, if such a law had been in effect.

Hydro Policy for Canada.

I am sorry that Sir Adam Beck, the head of the Hydro light, power and radial scheme in Ontario could not be present to address the Convention. In my opinion he is the greatest statesman in Canada of this generation for the boon he has conferred on the people of the Province of Ontario. Canada is rich in lakes, rivers and inland streams, with a vast quantity of power available in every Province. It would be a good thing for the delegates from the several Provinces to look into the Hydro situation in Ontario. There should be a Hydro policy for the whole Dominion formed, and every Province should have the boon of cheap light and power, which they could have if they had a Sir Adam Beck in each Province. He cut two million dollars off the light and power bills of the citizens of Toronto in one year. This direct saving went into the pockets of the people. His radial scheme would solve the question of under-production, cheap farm produce, and build up the cities and towns. The farming community would also benefit. The farmer and toiler would share equally in this great boon of cheap light and power.

Key to Good Government.

The key to good municipal government, in my opinion, is to have good heads of departments. Give them a free hand and hold them responsible. They should have full power to appoint their subordinates. This plan has worked well in Toronto. It has led to good government and is in the interest of efficiency and economy.

The War.

I would like to refer to the War in so far as it affects the municipalities and recruiting. When the war opened we were attending our annual Convention at Sherbrooke in August, 1914. An appeal was then made to us by the Government to assist them. The country was not ready for war and it is the duty of the Province and the municipality to assist in strengthening the Government's hands and do everything we can to help them in relation to the prosecution of the war. The municipalities have loyally

PRESIDENTIAL ADDRESS—Continued.

been carrying out this policy all over Canada in their grants and aids to recruiting, in giving free use of public buildings and cash grants for military purposes, in placing insurance on the lives of our brave soldiers and looking after their dependents at home. There have been concerted efforts all over Canada by the municipalities and on the whole they have been working in the utmost harmony with the Government for bringing the war to a successful conclusion. Many of the Provincial Governments had imposed a War Tax on the municipalities of one mill, but I am sorry to say that little of this money came back to help recruiting and the soldiers in Ontario. In some Provinces part of the money was being expended for civil purposes and was a war tax only in name. The people of Canada expect all the Governments to do their duty to the soldier, both those in training and overseas, also the returned soldiers and to look after their families while on active service. Not for a thousand years will the people of Canada ever be able to repay the great debt of gratitude which it owes to its soldiers who have given up everything and left their civil pursuits and families to engage in this terrible fight for humanity and civilization. The Government should realize that the soldier and his interests should be a first mortgage on Canada. In time of peace, as in war, the soldier has not got the recognition which he should have got from the Federal, Provincial and Municipal authorities. There is too much red tape about Canada's Militia affairs, especially in the transportation of troops. Big camps also are a reckless waste of money. The money spent would be better employed in improving the existing camps in the Military Divisions of Canada. In the interest of recruiting, the civilian population should have an opportunity of seeing the troop trains in and out, and the relations of the soldiers should be properly looked after in this connection.

The pension question should be taken up also and settled finally, and should not be delayed. It was also strange that Canada had a national policy in time of peace and little or no national policy in time of war, with the result that Canada's munitions had been manufactured in the United States to a very large extent. The rake-offs and commissions were still being sought and the vulture was still at the door. It was time that such a state of affairs was put a stop to in Canada for the good of the country generally. Some districts in Canada had not done their duty in recruiting and many young men were still walking the streets of military age. In my opinion the Government should have adopted some more equitable basis of securing recruits. There should have been national registration and in some localities that have failed to do their patriotic duty a modified form of conscription could have been tried out with a good deal of effect in the interest of national defence and of the country. There are also too many useless commissions being appointed which have no power to spend money. The interest of the returned soldiers should not be left to commissions at all, but should be dealt with by a Department of the Government, Federal and Provincial. Little or no value had come from commissions in time of peace, and they were of less public value in time of war, being a safe plan of shifting responsibility.

The people of Canada, however, could congratulate themselves on the splendid showing Canada had made since the war started, in men and money. The heroic deeds of our brave Canadian boys have thrilled all humanity and the Canadian soldier to-day is the admiration of the civilized world. It is the duty of the municipalities to look after the soldier and his dependents. Toronto is giving all its vacant and new positions to returned soldiers. They should be placed back again in their civil life and given a new start to their advantage, as well as liberal pensions. In time of war the country should prepare for peace, in these matters as well as in municipal matters. The larger cities after the war will be dumping ground if some drastic steps are not taken at once by the various Governments to regulate unemployment, immigration and other matters. Our Canadian soldiers should be kept on the payroll for eighteen months after the war until industrial conditions readjusts itself. There should be some system of registration by which these out of employment could be registered at the border or port of entry into the municipality and there should be co-operation of the various departments of the Government in

the matter to help the municipalities, including the Post Office, Immigration and Labor Bureau. Something should be done now and the country should bestir itself to solve the problems which will confront us after the war. A committee of this Union took this matter up at Ottawa a year ago, but I urge the present delegates to again take these matters up. The time is now and we should not wait until it was too late.

Regarding the financial situation it pays the municipality to have a first class treasurer. There is one great weakness in our Canadian System of Municipal Government and that is the small salaries paid to competent men as heads of the departments. The municipalities of the country have been served by men of marked ability as heads of departments and it is a deplorable fact that these men had been badly paid. Mr. Thomas Bradshaw, our new Toronto City Treasurer, the first day he was with us saved his salary of \$15,000, in floating some Treasury notes. Some of the best heads of the departments of the municipalities have been taken from us by private ownership owing to the poor salaries paid. Private ownership is continually drafting the best brains of public ownership to its service. The key to all sound municipal Government was the strength of the head of departments. They had the key to all efficiency and economy. The time had come for the municipalities to put the brakes on regarding capital expenditure. Various municipalities of Canada are doing this, and the larger corporations of our country. No capital expenditures should be incurred in war time except actual essentials. Any unnecessary work should be cut out until after the war. The credit of the municipalities of Canada generally is a matter of congratulation, but they should be very careful in time of war not to add to the capital debt. Canada could easily stand a National Policy generally, both now and after the war, not only in the Dominion and Provincial, but in municipal affairs.

For some years past there had been a tendency by the Provincial Legislation throughout the country to impose financial obligations on the municipalities for purely provincial institutions and undertakings of all kinds. The time has come when a stand should be taken by this Union regarding this very important matter. The City of Toronto especially had good grounds for complaint of this kind, and I know of many other municipalities in other Provinces that had similar complaints. Many new social problems had to be met, and any expenses resulting from the creation and solution of new institutions were shifted on the larger municipalities of the Province. This should not be the case, as the Province should deal with these functions of Government themselves and pay for them.

Another effort should be made to have the Federal Highways Bill re-introduced and passed by the Parliament of Canada. It was a deplorable fact that Canada, which had spent so much money on railways, never had any money to spend on the King's highway. A system of good roads should be constructed throughout Canada, the Government to construct the trunk lines and the Provinces and Municipalities the local lateral lines. This would help to solve the question of unemployment after the war. It was high time that the good roads problem was taken out of party politics in Canada in Federal Matters.

The various Dominion and Provincial Governments were continually appointing commissions and evading responsibility for the results of many national and provincial problems. The tendency was towards commission government in this respect, and parliaments were rapidly ceasing to perform their proper functions. The tendency was towards cabinet administration and rule. The result was that little or nothing practical was done to solve many important problems. The appointment of a commission was the way a government evaded any responsibility. Too many of these commissions had been appointed in war time. For example, unemployment and other war time commissions have been appointed, but could only deal with the problems in general and had no power to spend money.

He congratulated the Convention on its size, and the generous programme provided.

Report of the Honorary Secretary

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

The past two years have been anxious times for Canadian municipal authorities. Also active times in war movements for some of them, only the smallest and most backward have been unstirred. Last summer the Union of Canadian Municipalities judged it unwise to hold the usual annual convention, and substituted a special Executive Committee meeting. Even this year, when the convention was called, it was considered impracticable to hold it at Victoria, B.C., as intended, and a central city was chosen. It is hoped that Montreal will be found instructive and interesting municipally as well as in so many other things appertaining to our largest city and chief port; which is also the greatest grain port of the world except Liverpool. Here, besides the central city, are that interesting residential city Westmount, an example of the City Manager plan, Outremont, also a foremost residential city, Verdun and Maisonneuve, progressive workmen's cities; and several other municipalities worth studying; great water and filtration systems; and the vastest centres of electrical power in the world.

Last summer, at the Executive meeting at Niagara Falls, little was effectively discussed besides current matters of management of the Union, and the unsatisfactory war outlook. Employment troubles hung over the West and the larger centres, and statistics of labor portended a black winter, calling for every care on the part of the municipalities, and requiring united aid from the federal and provincial governments and the large employers of labor. We were proposing among other things a special federal commission to unite all efforts. The first light came in September from Lord Shaughnessy, as President of the Canadian Pacific Railway, who was able in September to advise the government that a black outlook was no longer to be feared. We all know the reason,—Providence had intervened to give our West a phenomenal crop, a double harvest, one so large and bountiful that it was termed a "freak crop." It came at exactly the right time, and lifted a tremendous load from those municipal authorities who had been dreading what seemed the worst conditions. To that kind interposition we largely owe it that to-day we meet in a truly prosperous Canada.

There remain, however, some serious special war questions for us to study. Opportunity has been given on our programme to examine into some of them,—such as employment and finance after the war.

We are able also to take up again some of those regular subjects of practical municipal interest with which we have been accustomed to deal—municipal management, engineering and finance. We have the guidance of speakers noted for the widest experience and profoundest judgment. But the voice and opinion of every delegate is valuable to have.

A review, so complete of legislation affecting municipalities is contained in the report of our own Fred Cook, Ex-Mayor of Ottawa, that it would be idle to go over these matters again in this Report. Suffice it to say that it seemed like a revival of the past history of the Union to attend the Parliamentary Railway Committee again and give support to the Hydro-Radial Union of Ontario, a form of that municipal movement for electric freedom, which sprang into existence out of our earliest operations, and it is one of the greatest and most benign developments of our time. With Sir Adam Beck and its able secretary, Mr. Hannigan, it cannot fail of further success. Its plans were opposed by the Canadian Northern in the Toronto, Niagara and Western Railway bill.

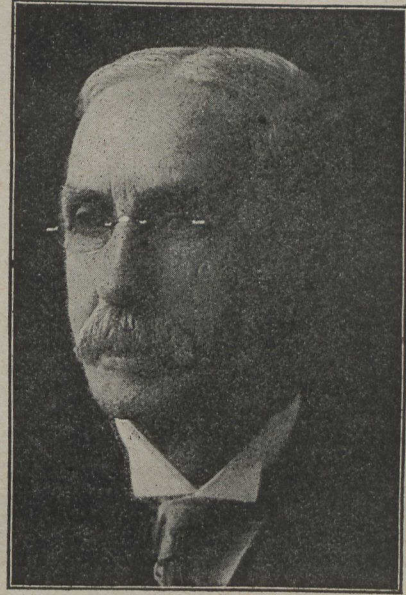
We were also glad to serve the municipalities of British Columbia in the Western Canada Telephone Bill, which contained large and objectionable powers, but was reduced to those of an ordinary Company.

The large falling off in charter bills for new enterprises which Mr. Cook notes has had the good effect of lessening the number of fights to protect municipal rights for the present. After the war there will doubtless be a rush of charter sharks and speculation for such things again.

In closing this report let me mention a name now long known to us as one who has rendered very great service to the municipalities of Canada—Mr. George S. Wilson. If you can find some means to adequately honor and reward him it would be an act of well-merited justice.

Gentlemen in authority, we meet at a notable epoch.

We meet when we are at war, and in the greatest of possible wars. We have the most serious duties facing us. Let us realize their seriousness, and consequently the opportunity given us to work as true men and patriots, earnest and zealous to serve the common good.



FINANCIAL REPORT OF THE ASSISTANT SECRETARY, FOR THE YEAR 1915.

G. S. WILSON.

Balance on hand January 1st	\$ 553.10
Bank Interest	5.29
Fees from Municipalities	5,020.00
	<hr/>
	\$5,578.39
Expenditure	\$5,272.98
Balance	305.41
	<hr/>
	\$5,578.39

I would call your attention to the comparatively small amount of our revenue, compared with the great benefits that our municipalities have received, and regret to report that several of our principal cities have not contributed for a year or two past. True enough, these are strenuous times for our municipalities, but I think they should not neglect the Union of Canadian Municipalities, their best friend.

I wish to acknowledge the splendid assistance that our President, and members of the Executive, have so cheerfully given in the routine work of the Union: I sometimes thought that our President, Mayor Church, would kick at the amount of correspondence I pressed upon him.

As your Secretary, I am in daily touch with our Hon. Secretary-Treasurer, Mr. Lighthall, in fact, sometimes twice in one day, to lay before him the correspondence received, and getting the legal information that is so often asked for.

As usual, our good friend, Mr. H. J. Ross, Auditor of the Union, has given his time—free from all charge—to the supervision and auditing of our cash book.

AUDITOR'S REPORT.

Montreal, May 10th, 1916.

The President, Officers and Members, Union of Canadian Municipalities.

Dear Sirs:—

I beg to report having audited the books of your Assistant Secretary, Mr. G. S. Wilson, and have this day certified as correct a Statement of Receipts and Disbursements for the year ending December 31st, 1915.

Yours truly, H. J. ROSS, L. I. A.
Auditor.

Report of Parliamentary Agent

FRED COOK, Ex-Mayor of Ottawa.

The influence of the Great War upon legislation is shown by an examination of the Dominion Statutes. For the five or six years previous to 1915 the average number of private bills enacted into law each Session was 130, of which fully one-third related to railway companies. For instance, in the session of 1913, private bill legislation totalled 152 acts, of which 11 were for the incorporation of railway companies, while 43 amended existing railway company acts.

The session of 1914 produced 128 private acts, 11 being for the incorporation of railway companies, and 45 to amend railway company acts.

In the first principal war session, 1915, the number of private bills enacted into law was 73, of which 4 incorporated railway companies, and 32 amended railway company acts.

Last session there were only 65 private bills enacted, the smallest in many years, of which 2 were railway company incorporations, while 20 extended the time for the construction of railways, or amended the original charters in some way. These figures will account for the comparative lightness of sessional work this year from the standpoint of the Union.

The two new charters respectively granted were Chapter 30, to incorporate the Edmonton and Southwestern Railway Company, and Chapter 31, to incorporate The Ontario, Niagara and Connecting Bridge Company. In accordance with the practice adopted by Parliament a few years ago, at the instance of the Union of Canadian Municipalities, the usual clauses for the protection of municipal rights were inserted in these measures.

These clauses were also embodied in a number of existing charters, to which amendments were sought, notably, The Pacific Northern and Omineca Railway Company, and The Quebec, Montreal and Southern Railway Company; as also in the bill to enable the Corporation of the City of Brantford to own and operate The Grand Valley Railway. It is significant that in the above measures, save one, the guarantee clauses were inserted by the promoters themselves.

The principal fight of the Parliamentary session from a municipal viewpoint centered around two charters controlled by the Canadian Northern Railway. These bills had reference to The Niagara, St. Catharines and Toronto Railway, and The Toronto, Niagara and Western Railway. In each case an extension of time was asked.

The Niagara, St. Catharines and Toronto Railway Company was incorporated in 1899, with \$1,000,000 capital. In 1902 the time of completion was extended three and five years for the Toronto and Fort Erie roads respectively. In 1905 the construction of the Toronto end was extended for three years. In 1906 the capital stock was increased to \$3,000,000, and a further extension granted. In 1908 a five-year extension was given, and in 1913 a two-year extension.

The Toronto, Niagara and Western Railway was originally known as the Toronto and Hamilton Railway, against which the city of Toronto put up a strong fight in 1903, when the Company was incorporated with a capital stock of \$500,000. The Company was given authority to conclude agreements with the Hamilton Radial Electric Co., the Hamilton, Grimsby and Beamsville, the Niagara, St. Catharines and Toronto Railway, the Toronto and Mimico Electric Railway and Light Company, the Metropolitan Railway Company and the Toronto Suburban Railway Co., for the purchase, lease or otherwise of the rights and powers acquired by these companies, and for the purchase of their franchises, etc. The rights of municipalities under agreements with any of these companies were preserved. The approval of any municipality was made necessary before the railways could be constructed over highways or streets.

In 1904 further legislation extended the time for the completion of the railway authorized in 1903, to two years to commence and five years to complete. In 1905 an act authorized construction along Burlington Beach under approval of the Dominion Railway Board.

In 1906 the name was changed to the Toronto, Niagara and Western Railway Co., and a line from Hamilton to Brantford, Woodstock, London and Chatham, was authorized. The company's capital was increased to \$6,000,000,

and it was authorized to enter into agreement with the C. P. R., the G. T. R., the Canada Southern, the Canadian Northern, the James Bay Railway Company, the Lake Erie and Detroit Railway, the Thorold and Lake Erie Railway, and the Pere Marquette Railway. In other words the two radials were authorized to link up with six electric lines and eight steam roads, a formidable combination for the municipalities. The time for construction was extended two years. In 1909 the time for construction was extended five years from the 7th April, 1909.

In 1914 the time was further extended to two years to commence and five years to complete.

These applications to Parliament for further time brought up the question of the prospective relations of the companies to the Hydro Radial movement of Ontario. Part of the great scheme which the Hydro Radial Union has mapped out involves the construction of electric railway and power lines in the territory which these two particular roads would serve. Obviously, there is not room, at any rate not for many years to come, for two rival electric roads to operate in the same section of Ontario.

It was urged by the Canadian Northern and its supporters that the charters of the two existing companies should be renewed, in order to permit of the Canadian Northern Railway System tapping United States railway lines at points along the Niagara frontier, through the medium of the proposed roads, the idea being to use them jointly for steam and electric purposes. Opinions differ as to whether an electric car or train can be safely operated over a steam railway, the Board of Railway Commissioners for Canada having denied to the Hydro authorities permission to run a power line along the right of way of the Grand Trunk Railway, on the ground that it would be dangerous. The same objection might apply in these later instances.

The opponents of the bills were not prepared to accept a suggestion that the municipalities should be joint users of these C. N. R. electric or steam roads, for the radial railways which the municipalities propose to build. What the opponents of the measures asked was their rejection, so that the territory in the Niagara Peninsula could be held for the construction of municipal radial lines within the next year or two.

The struggle in the Railway Committee of the Commons, and in the House itself, was a keen one, lasting some weeks. Several meetings of the Railway Committee were held, at which were present influential deputations from many of the principal cities and towns of Ontario, from Toronto westward, headed by the President of the Union, Mayor T. L. Church, of Toronto. It is curious that some important municipalities, which one would think have a vital interest in the success of the Hydro Radial scheme, failed to make their wishes known to their Parliamentary representatives, with the result that the latter, considering the federal interest—ownership of forty per cent of the common stock—in the Canadian Northern Railway System to outweigh the claims of the Hydro project, ranged themselves upon the side of the C. N. R. This partnership appeal as between the Dominion and the C. N. R., plus the strenuous lobby which was in operation, carried the day, and the two measures ultimately became law.

Before the bills emerged from the Railway Committee stage in the Commons, it was proposed by Sir Adam Beck, a former President of the U. C. M., that the final determination of routes should be referred to the Board of Railway Commissioners for Canada. Sir Adam sought to have inserted an additional proviso to the following effect: "But if the board deems that the construction of such railway upon the proposed location or upon any portion thereof is not in the public interest, it shall refuse approval of the whole, or of such portions."

By Section 157 of the Railway Act authority is vested in the Minister of Railways to deal in a general way with the location of railway lines. Under the statute as it now stands there is submitted to the minister a map of the proposed route, and it is his prerogative to locate it in a general direction. After he has done this the matter goes before the Board of Railway Commissioners, whose duty it is more definitely to locate the line, their powers, however, being limited to a change of the route that has been approved by the minister to the extent of one mile

PARLIAMENTARY REPORT—(Contd.)

either way. Doubtless, this procedure has been irksome to successive ministers of Railways, and the only justification for it is that it reserves to the Government the matter of policy as to the locating of lines within certain distances of each other. To meet the views, therefore, of the Radial deputations, and in order that there might be a fair division of railway territory in the Niagara peninsula as between the C. N. R. and the municipalities, Hon. Dr. Reid, in his capacity as acting Minister of Railways, introduced into the Commons a bill to amend the Railway Act, by transferring from the Minister of Railways to the Board of Railway Commissioners full authority to deal with the location of Railway lines. The matter is so important that I quote in full the provisions of the section as it was proposed to be amended:

"157. The company shall prepare and submit to the Board, in duplicate, a map showing the general location of the proposed line of the railway, the termini and the principal towns and places through which the railway is to pass, giving the names thereof, the railways, navigable streams and tide-waters, if any, to be crossed by the railway, and such as may be within a radius of thirty miles of the proposed railway, and, generally, the physical features of the country through which the railway is to be constructed, and shall give such further or other information as the Board may require.

2. Such map shall be prepared upon a scale not smaller than six miles to the inch, or upon such other appropriate scale as the Board may determine, and shall be accompanied by an application in duplicate, stating the Special Act authorizing the construction of such railway, and requesting the Board's approval of the general location as shown on the said map.

3. The Board may approve such map and location, or any portion thereof, or may make or require such changes and alterations therein as it deems expedient; but if the Board deems that the construction of a railway upon the proposed location or upon any portion thereof is not in the public interest it shall refuse approval of the whole or of such portion; and in any case where the Board deems it in the public interest it may, as to any portion of the proposed railway, make any order, or require the taking of any proceedings, provided for by subsections seven and eight of this section.

4. Where the Board approves the whole or any portion of such map and location such approval shall be signified upon the map and the duplicate thereof accordingly.

5. The map when so approved and the application shall be filed in the Department of Railways and Canals and the duplicate thereof with the Board.

6. The provisions of this section shall only apply to the main line, and to branch lines over six miles in length.

7. Where the proposed location of any new railway is close to or in the neighborhood of an existing railway, and the Board is of opinion that it is undesirable in the public interest to have the two separate rights of way in such vicinity, the Board may, when it deems proper, upon the application of any company, municipality or person interested, or of its own motion, order that the company constructing such new railway shall take the proceedings provided for in section one hundred and seventy-six to such extent as the Board deems necessary in order to avoid having such separate rights of way.

8. The Board, in any case where it deems it in the public interest to avoid the construction of one or more new railways close to or in the neighborhood of an existing railway, or to avoid the construction of two or more new railways close to or in the neighborhood of each other, may, on the application of any company, municipality or person interested, or of its own motion, make such order or direction for the joint or common use, or construction and use, by the companies owning, constructing or operating such railways, of one right of way, with such number of

tracks, and such terminals, stations and other facilities, and such arrangements respecting them, as may be deemed necessary or desirable."

This bill was general in its terms. If adopted it would have applied equally to British Columbia and Nova Scotia as to the Niagara Peninsula. At the time it particularly met the views of the Ontario municipalities. The measure duly passed the Commons, but when it reached the Senate the influence of the lobby again told. Delays took place, and the bill was left stranded with the Railway Committee of the Senate until prorogation day. Hence it cannot be taken up again until next session.

It will now devolve upon the municipalities interested, and the Hydro Radial Union, to renew the contest before the Minister of Railways when the location plans of the two roads in question are submitted to him for his approval. None such have yet been filed at the Department.

One of the most important measures of the session affecting Western Canada was the bill incorporating the Western Canada Telephone Co. As originally drafted this measure looked somewhat dangerous from a municipal standpoint, and the cities and towns in British Columbia likely to be affected by it were, naturally, desirous of seeing amendments to certain of the provisions. It was at first suggested that the municipalities of British Columbia should send a special representative to Ottawa to present their views, but finally it was decided to leave the whole matter in the able hands of Mr. Lighthall, K.C., Honorary Secretary of the Union. The representations of Mr. Lighthall had weight, not only with the promoters, who assumed a conciliatory attitude, but with the Committee, with the result that the bill was redrafted, and certain changes made in it as to satisfy the municipalities, in a large degree. Not only were ample provisions for the protection of public highways, streets, bridges, etc., included in the bill, but clauses were also inserted for the preservation of trees and compensation to be awarded to owners, whose lands were entered upon by the Company.

The bill proposed to give wide operating powers to the Company. Objection was made by certain members of Parliament to the extensive powers sought. The outcome was an amendment, making it obligatory, before the lines of the Company could be extended to the provinces of Alberta, Saskatchewan and Manitoba, to first secure the consent of the Lieutenant-Governor in Council of the province in which it was proposed to construct, operate and maintain telephone lines.

The question of rates and tolls was also considered, and it was left with the Board of Railway Commissioners to determine the toll schedules. In the past some corporations, who must submit their tariffs of rates, rentals or tolls to the Board of Railway Commissioners for approval, have failed to notify those who are likely to be interested.

In some cases, possibly, approval has been given to certain rate schedules which otherwise might have been withheld had the full facts been laid before the Railway Board at the time of hearing. As regards the tolls of the Western Canada Telephone Company, an order has recently been made by the Chief Commissioner, Sir Henry Drayton, requiring the company to furnish copies to the British Columbia municipalities in advance of the hearing before the Board, so that the municipalities may make such representations to the Railway Commission as in their judgment they may deem necessary.

It may not be generally known to the members of the Union of Canadian Municipalities that the Board of Railway Commissioners has a manual of "Procedure" which must be followed in all applications coming before it. Some of these "Rules and Regulations" are not quite as clear or definite as they should be. This manual, I understand, is to be revised immediately after the summer holidays. I recommend that the Executive of the Union be authorized to confer with the members of the Railway Commission, with a view to the submission of such suggested amendments to these rules as would strengthen the position of the municipalities of Canada in any applications coming before the Board, in which they may be interested.

For information I beg to report that the volume of the Dominion Statutes for 1916 contains an index to all private acts passed by Parliament since Confederation.

The Town Planning Outlook in Canada

THOMAS ADAMS.



The ripening of Canada into nationhood has been greatly stimulated during the past two years. Her self-respect and power have grown with her sacrifices in war. She has become a force to be reckoned with in Imperial and even in international affairs. At the dawn of what must be a new area in her history, she has only one thing to fear, in her capacity to take up the task that will be hers to perform. It is not lack of intelligent statesmanship, nor of capital, nor of labor to convert her natural resources into wealth, nor of patriotism, nor of willingness to make sacrifices for her ideals that may lessen her strength to cope with her responsibilities. The one thing alone which gives pause to any one contemplating a vision of the future is the fear that she may not appreciate the importance of laying a right foundation for her own social and municipal structure.

We have witnessed the growth of social evils in older countries, the futility of all their efforts to get rid of them, and the difficulty, at enormous expense, even of arresting their growth. If we care we need not buy our own experience at such a heavy cost — for where other nations have had to cure we may, if we choose, prevent. But we need to start with the right principles, and to get rid of the dry rot of patronage and social hypocrisy. Our best men must sacrifice themselves for home life as well as for imperial life. Business intelligence must be applied to our social and municipal problems and these must be purged of unrighteousness so far as that is practicable by legislative means. Muddling through must be less in evidence in our local affairs. We want a more sincere and practical effort to deal with our problems, and I hope this Municipal Parliament will give the lead.

Mal-administration in municipal and social affairs can lead to greater monetary loss to the tax-payer than equivalent mal-administration in national affairs. From the point of view of conservation of human and natural resources the power for good or evil of local government are greater than the power of national government. In the losses of a just war we are reaping a reward for our sacrifices in greater strength of soul, but in the losses due to social neglect and inefficiency we can only reap the reward of decay.

Expert Knowledge too Cheaply Regarded.

Canada has not failed in the past in directions in which other countries have succeeded, but we may well ask whether with the opportunities we have our achievements are what they might have been, or have not been bought

at too high a price for experience. Education, research work and employment of experts, which have been the chief factor in making and otherwise barbarian people in Germany comparatively successful have been and now are too cheaply regarded in Canada. In the past our natural resources have made up for our neglect in industrial and municipal affairs. The result has been that some of those who have made their wealth cannot appreciate the extent to which we need to employ science to-day to overtake success by more artificial means. The day has come when science and skill must supplement mere cleverness if we are to achieve results.

Effect of High Land Values.

If we had employed more science and foresight to the planning of our cities and towns we would not have permitted unhealthy land speculation. It is difficult to realize the possibility of a return to the high level of land values coupled with higgledy-piggledy development, which predominated in Canada three years ago.

Still more difficult it is to conceive that our municipal bodies will continue to permit the speculation which caused these values without proper regulation. One direction in which we want more expert knowledge is in regard to land valuation assessment, for one thing we want to understand that high land values instead of themselves being a form of wealth, are a tax upon wealth. A community is poorer in proportion as land values are higher, for the land values represent the tax which the majority or the productive part of a community pays to the minority for the right to use the land. It makes no difference if the majority are themselves owners of real estate, for the user of the land who is also owner, has to debit his account with interest on the capital cost of his site, and taxes, just as much as a tenant. It is therefore true that a system of planning, of assessment and of taxation which encourages high land values is economically unsound.

Then there are the indirect effects of the absence of town planning and the presence of speculation. They not only increase the direct tax for using the land, but cause waste in its expenditure. Water supply, sewerage systems, lighting, transportation, cost more when they serve large areas of vacant frontages. In many cases development is so scattered that we not only lose interest on our expenditure, on local improvements, but the whole of the capital cost or more, in depreciation, extra cost of equipment, etc. The same considerations apply to street pavements or sidewalks. The financial burden now being caused in many cities by this widespread development has become a serious trouble. Next to over-crowding one might almost say that the worst financial evil in the city is under-crowding, that is, when the under-crowding is taking place without a plan. But over-crowding and under-crowding are usually complimentary, for we encourage both by lack of planning. The vacant lot is the half-brother of a sky-scraper and the tenement barrack is the offspring of excessively wide streets and absence of method in street planning. From the same parentage spring the unhealthy home, the dark office and workshop, and the lack of recreation facilities.

Housing and Recreation.

No housing policy can be effective which does not begin with the land question. I have just come from Boston where I have been engaged in adjudicating an award for a plan of Greater Dublin in Ireland. What was the origin of that plan? It was the revelations made to Lord and Lady Aberdeen with regard to the slums of Dublin at a public hearing in 1913. It was seen that the housing problem of Dublin was a land development problem, that is, a town planning problem. The same applies to Montreal with a housing problem approaching seriously to that of Dublin, but without any of the excuses which Dublin is able to give for its bad conditions.

With regard to Parks and Playgrounds that, too, is merely a question of proper planning. The usual excuse for a city not having enough open space is that it cannot afford it. With proper planning the average city need spend little in getting open space. Kansas City, in the States, offers a good example of what can be done in that direction. It has 350,000 people and 2,118 acres of open spaces, the greater part of which cost the city nothing. It started by preparing a plan, showing among other

TOWN PLANNING—(Continued).

things a park system. In working out that plan it assessed adjacent building land with an improvement tax to pay the greater part of the cost of its park system. At first there was violent opposition, but latterly when the scheme was tried out approval was general. In a recent report by real estate men it was stated that the difference in favor of land fronting on the boulevard and park system was half a million dollars more than the entire cost to the tax-payers for all the open space and boulevards embraced in the system.

In fire-prevention and fire-fighting costing Canada from two to three dollars per capita more than some other countries, we have to recognize that the absence of planning in building regulations is one of the chief causes of our having to bear that extra burden, so it is all along the line in directions too numerous to mention. In every aspect of our municipal life want of foresight, of system, of adequate regulation as part of that system, we are producing results that are destructive of life and wealth. Such a tragedy as the one we have witnessed in Northern Ontario the other day would not be possible to any serious extent in organized town settlements if we had paid more respect to town planning. If the city is growing rapidly we need to plan for that growth; if it is standing still we need to plan either to keep its amenities intact and prevent it from resuming its growth in the wrong way, or else to plan it out of its moribund state; if we have financial difficulties in our city we will probably find that most of them are due to bad management of our real estate problems and want of planning in regard to the matter where we spend most of our capital for local improvements. In agricultural areas, in villages as well as in cities, there is the same need for planning; the Province needs to be planned as well as the city. The linking up of the plans of adjacent cities, towns and rural districts can only be properly done under a municipal system which is part of a provincial system. That is why, in some provinces the passing of a town-planning law is accompanied by a demand for the creation of a skilled department of municipal affairs, one of the things we most need in Canada.

The town planning outlook in Canada at present, so far as the principles on which it is based are concerned, may be summarized as follows:

1. We must plan to build up a more scientific form of Government and now is the time to lay the foundation.
2. Municipal administrations control greater financial interests and matters affecting public health than any other kind of administration. Town Planning which deals with the proper regulation of the use and development of land for building purposes is the most vital matter affecting these financial interests, and the health of the people.
3. We want more respect for those who administer municipal affairs, but that will only come when municipal administrators have more respect for themselves and for their expert advisors.
4. The land system is at the root of all our municipal problems and we need Town Planning in unison with the same system of valuation and assessment to provide us with a better basis for the future.

Progress in Canada.

The outlook in regard to actual progress in applying these principles in Canada is most encouraging, but just a word as to progress elsewhere. Since town planning methods were first employed in Italy in 1865, in Sweden in 1874, and in Germany in 1875, there has never been any falling back to the old system. The obsolete methods we are still pursuing in some Canadian Provinces have long ago been discredited. But a word of warning is necessary. Town Planning in Germany is not an example to be followed. Like most German institutions it is based on outward appearance and ostentation and increases rather than lessens bad housing conditions.

In Great Britain, on the other hand, the first object of town planning, is to secure healthy housing conditions and to conserve financial interests. The Town Planning Act of 1909 is working successfully in both directions. Progress is indicated by the following figures showing the number of schemes promoted—about 150 in number—dealing with 250,000 acres.

1911	3
1912	11

1913	19
1914	23
1915	49
1916	45

First year of war.
(Estimated).

Of these schemes it is to be noted that 139 out of 150 have been prepared by officers of the municipalities without any outside expert advice.

In the United States great progress had been made in several States, and about 50 plans have been prepared. In Massachusetts the creation of Town Planning Boards are compulsory in each municipality. In Greater New York a plan has been prepared and passed into law limiting certain areas which cannot be used for factories or stores, fixing residential areas and practically revolutionizing the method of developing real estate. To-day when some of our Canadian cities are trying to out-distance New York in high buildings, New York herself has seen the folly of crowded high buildings, and is reforming herself by giving up the very things we have been so freely taking as an example.

In Canada, however, we are improving all the time, and in a more general and scientific way than in the neighboring republic. Our Town Planning legislation is being taken as a model in the south, and the time has come for us to be the originators instead of the imitators. In Nova Scotia we have advanced legislation with certain compulsory features under which Halifax and other cities and towns, and even rural municipalities are proposing to prepare schemes. In New Brunswick, St. John is preparing a scheme for 20,000 acres. The matter is also being taken up in Prince Edward Island in connection with agricultural development. In Quebec there is no general legislation in force, but the need of it is petitioned for. The same applies to Ontario. There is partial legislation dealing with Town Planning problems in both these provinces, but urgent need for a comprehensive act. Further West we have a good Act to enable authorities in Manitoba to prepare schemes. An Act has passed its first reading in Saskatchewan. It will no doubt be passed into law next session. In Alberta the use of the Act of 1912 is only now being considered because its value to enable cities to properly regulate real estate development and to prevent the financial troubles which inevitably follow from widespread and haphazard suburban development is only beginning to be properly recognized. There is an urgent call for legislation also in British Columbia.

I have just completed a tour from the east to the west and from the west to the east. Town Planning is now looked upon in every province I have visited as a sane and common-sense proposal to give local authorities the needed power to properly control their future growth and to avert the possibilities of financial disaster. I could name a hundred cities, towns and districts which are active in the matter: Vancouver, Victoria, Edmonton, Calgary, Medicine Hat, Swift Current, Regina, Saskatoon, Winnipeg, Fort William, Port Arthur, Toronto, Hamilton, Renfrew, Brantford, Kitchener, Ottawa, Kingston, St. John and Halifax, are a few amongst those which are most active in the matter outside of Quebec. In Ottawa the scheme has been promoted by the Federal Government and is not of the kind that can be imitated and carried out by an average city. What we want is legislation which will add to the powers of our municipalities to deal more effectively with future growth, at the same time setting up machinery to enable the Province to be of more effective use in advising and helping the municipalities and in securing co-operation between those whose interests overlap or whose boundaries adjoin.

In this short paper it is only possible to give a brief summary, but I hope I have said sufficient to enable you to appreciate the advisability of our completing the link of town planning legislation from coast to coast. I have no fear that that link will not be completed either to the east of Quebec or the west of Ontario, but your help and counsel is needed to get the two largest provinces in line with the others. I trust before you disband, that you will petition British Columbia, Ontario and Québec to follow the lead given by the other provinces. You may rely on the co-operation of the Commission of Conservation in giving effect to that legislation when it is passed, because we not only believe that we must in Canada to-day conserve human life and promote social ideals, but that the most needed thing to accomplish that task is to lay a scientific and economically sound basis for our municipal government and development.

TOWN PLANNING—(Continued).

DISCUSSION.

Mayor Church.—This has been a most valuable paper, and I agree with most of the suggestions in it. I do not, however, believe in the appointment of commissions by the province. Some of the provinces should fix their own affairs first before trying to fix ours by means of commissions. Some of the provinces are the laughing-stock of the Dominion because of the way they are handling their affairs. The larger municipalities want their autonomy. Canada is the most over-governed country in the world. There is no necessity of provincial governments in my opinion.

The municipal government of Canada when placed side by side with the provincial governments, will compare very favorably from the standpoint of business methods.

Ald. Ramsden of Toronto, moved a vote of thanks to Mr. Adams.

Ex-Controller Spence seconded the motion and said: "He (Mr. Adams) certainly advocates the municipal autonomy which Mayor Church is in favor of. The proposal for a provincial department of municipal government for Ontario is not entirely new. It is more than five years since the idea was presented. Deputations have urged it, and the Government has given definite promises that such a department would be formed in Ontario. The sole reason why it has not been done already is because of the strenuous interference of war conditions with the regular program of legislation. They have given us absolute assurance that at the earliest opportunity there will be a department of municipal affairs just along the lines which Mr. Adams speaks of, and which will give advice to the municipalities so that their autonomy will not be interfered with."

Mr. C. J. Yorath, C.E., Commissioner for Saskatoon—"I would like to support the resolution of thanks, Mayor Church has said that in Great Britain there are no provincial governments and that the cities practically govern themselves. That is not the fact. In Great Britain there is a local government board, and even the large cities such as Manchester, Birmingham, Edinburgh and the like have to submit to the local government board any scheme which requires capital expenditure.

Mr. Risk, Chairman of Board of Health, Toronto.—

Mr. Adams said that Toronto had the power to regulate speculation in land values. I hear a great deal about the power we have in this matter, and it has been said that it lies in assessing at present values. How can we exercise that right to assess? Supposing that a big corporation from Toronto or the United States wants to establish some line of business on one of the main streets of Montreal, and pays in taxes three times what the value of the property is, is your assessment department going to penalize the other property owners near this firm by raising their assessment to correspond with the new business' assessment? If not, how are you going to regulate it?"

Voice—"By a municipal standardized system."

Mr. Adams—"The only power at present is that referred to by Mr. Risk, the power of increasing your tax by a higher assessment, but I am not here to plead for any new form of taxation, single tax or anything else, or to suggest that taxation is the method of dealing with these questions because, however open my mind is on these questions, I believe that no form of taxation will control the use and development of land unless you have town planning working along it. You cannot have an equitable system of taxation which places the same tax on vacant land and on the sky-scraper which has taken the light and air from the vacant lots next it. The two things must proceed simultaneously. Because Montreal has not a proper and comprehensive town-planning scheme for the whole of its territory it cannot find its way out of any of its financial difficulties by any form of taxation. I did not say that there was existing the power to deal with the matter by any form of taxation. I said with regard to our land values that it was difficult to conceive that our municipal bodies would continue to permit the speculation which causes those values to proceed without regulation. I said that a Town-Planning Act in Quebec with a town-planning scheme prepared under it for Montreal should make the basis of the whole system of assessment. Where you have large buildings in one place and vacant lots in another, it cannot be an equitable system which declares all to be of

equal value. There must be some regard to the uses of the land. In a district, which under the town-planning scheme would be set aside for residential purposes, you would have to vary your system of taxation. In a district like Calgary where some parts have been reserved for agricultural purposes, they would have to vary their system of assessment and valuation to suit the uses of that land. I claim as a principle that you must have working side by side with any form of taxation and assessment a system of town-planning and regulation. I admit to the single-taxer that Vancouver and Edmonton are isolated cases, and cannot be taken as national examples. They have not been successful in keeping down land values by taxing land values. Prince Rupert is also taxing land values, and there are instances of lots selling there at remarkable prices. Of course, a great part of this value is assessed against people outside the municipality. If I were a resident I would not care how much was spent if 75 per cent of the taxes came from outside the municipality. This has to be regulated. A town-planning scheme controlling the height of buildings would help that. One of the reasons for high land values is that a person may erect a very high building, and use up 92 per cent of his total land space even though he deprives six neighbors all around him of light and air. That man should have been headed off by a building regulation and have been compelled to use only 60 or 75 per cent. of the lot. If you erect a building twelve stories high in a town where there is a limited demand for office space you are depriving some owner of a vacant lot from a demand being made for his property. If you build in the air you do not want land for more space. One of the most prevalent reasons for high land values is this system by which towns become bankers for real estate speculators at a time when there are vacant lots in the city. Whatever may be the fault of an English city it is not that its land values are too high. The land values in the suburbs of an English city are practically agricultural values. Before a man can develop lands for building purposes he is bound to spend money in building improvements, and he cannot ask money from the Council. A real estate man has to be his own banker, and show his own confidence in his proposition. I would like to take up the subject of detailed legislation at a future meeting. You can meet the situation just as they are doing it in British cities because they have no high land values outside the immediate area of development. I could show you land three miles outside the city of Birmingham which could be bought for \$800 an acre. I think Mayor Church misunderstood me, and really believes what I do. I do not want more interference with the autonomy of great cities. You must remember that there are five hundred towns in Ontario which cannot have the wisdom to control their own affairs such as Toronto has. There is only one Toronto. Toronto surely does not want to deprive these five hundred cities from having expert assistance such as she herself is able to pay high salaries for. Even Toronto has a constantly shifting council. The mayor himself is not secure for the next ten years. How do we know we will have the same level-headed judgment at the head of affairs next year? I do not say there should be interference, but there should be co-operation between the province and cities. There is a question of the conflagration in the north of Ontario. I do not care what legislation there is that there should be a fire belt around any town, it is useless unless you have a system of inspection going into each town and seeing that this legislation is enforced. The only effective way to secure that in these small new settlements is to see that the Province should be made responsible. In the case of unorganized territory where new townships are laid out, the province should approve of the plan before any building takes place or a settlement is laid out. As it is now, the railways go out and lay out townships without any authority. You know how a little main street starts alongside the railway with a saloon, one or two stores, and a few shacks to provide for these institutions. The proper way is that a scheme should be prepared and submitted to the Provincial Government, showing how that territory shall be laid out, to prevent a conflagration, and the province should be made responsible for averting such catastrophes. Otherwise we would need a system of inspectors such as we could not maintain."

Commissioner Harris of Toronto—"With reference to the recent calamity in Northern Ontario, I wish to say that

TOWN PLANNING—(Continued).

all the town planning regulations in Ontario would not have prevented that great loss of life which occurred. The problem there is to get the settler on the land. The town springs up as a result of the settler going on the land. Legislation is necessary. I agree with Mr. Adams absolutely as to the necessity of providing for sufficient clearances around the town to render it reasonably immune from fire. But the great loss of life in the recent holocaust occurred not in the town but in the rural districts miles back from the township lines, where the Government must get the settlers. There he makes his clearing and must burn the slash and brush which he finds on the land. It is impracticable to clear the whole country first and place the settler upon it. There must be inspection as to the manner and time wherein the settler shall burn the cuttings from his land. Sixty-seven people perished outside of Matheson, in the rural districts largely. There was a large loss of property in the town which would have been avoided if there had been sufficient clearance. If the people are not permitted to settle irrespective of the desire of the Provincial body, the settlements could be kept together so that they might hew out clearances which would prevent fire being such a menace as it proved to be recently."

Mr. Adams.—"I was only alluding to the losses which took place in the main street of Cochrane and other towns like it. I meant the losses of property. Town-planning includes proper planning of agriculture settlements in new agricultural territories, so as to avoid all the difficulties which it is humanly possible to avoid. The Conservation Commission has shown how it could be planned instead of cutting the country up in squares, and allowing men to settle where they like. I do not want to put forward town planning as a cure for all evils. That is only one of many things to do, and you must have the regulations to which Commissioner Harris refers, and I think he will find there is no body more active than the Commission of Conservation is to get proper fire regulations in rural territories."

Deputy Minister Bayne, Saskatchewan.—"I was greatly interested in the discussion relative to the autonomy of cities. In Saskatchewan we have a Department of Municipal Affairs, and there is a certain amount of supervision by the Provincial Authorities over all our Municipal Institutions. It was never intended from the start that this Provincial Department should interfere with the complete autonomy of any city. It was rather created with the view to assist each city. It would be ill advised for any province to act in that manner. Surely the interests of the cities of the province form the interests of the province itself. In our department of municipal affairs, we find no clash between the Department and the Municipalities. It is fact that we give more advice to the Municipalities of the smaller towns than we do to the cities. The cities naturally have more autonomy, and they have their own expert solicitors and advisers. In granting them autonomy, the provincial authorities naturally still have a certain amount of co-operation and oversight. A good instance is our existing local Government Board which reviews the proposals of each city to borrow on debentures. The fact that the Provincial Government does not interfere, but insists on looking into the reasonableness of proposed loan, means that debentures sell at higher prices. That is one instance of where provincial oversight gives real and material assistance to the cities themselves. It has likewise been mentioned that there should be some oversight for these new towns. We have in Saskatchewan a townsite inspection. No railway or any other company lays out town sites unless it has been approved officially by the Provincial Government which examines that site. This legislation was passed a few years ago. Previous to that time some of our railway companies located towns without thought to all appearances. Our town site engineer goes carefully over the plans, and they see that the town develops according to plans which will be advantageous to the coming rate-payers. I mention this to show that, even including the larger cities in the supervision, it does not mean at all that the Provinces are acting in a manner antagonistic to the interests of the cities."

This Closed the Session.

Returned Soldiers

A. R. DOBLE, President of The Khaki League.

MONDAY 8 P. M.

The second session of the Convention was opened at 8 P. M., under the Chairmanship of Alderman Robert Ryan.

Dr. W. H. Atherton of the Last Post Fund for the decent burial of friendless deceased soldiers asked permission to move the following resolution:

That this Union of Canadian Municipalities endorses the principle of it being the duty of the governments (Federal and Provincial) to see to it that those ex-soldiers and ex-sailors who having served the Empire, and been honourably discharged, die in indigent circumstances shall be provided with a decent and honourable burial."

Referred to resolutions committee.

The Chairman then called upon Mr. Doble to give a paper on Returned Soldiers.

The Union of Canadian Municipalities is to be congratulated upon giving at these meetings foremost consideration to the problem of the returned soldier. Apart from the actual winning of the war there is no question which is of more vital interest to Canada today. As the winning of the war we believe is now well on the way, it is therefore none too early to deliberate on the treatment of those brave men who have offered the supreme sacrifice in behalf of Canada and Empire. Nor could there by any nobler work for those who remain than that of ensuring amongst the fruits of that sacrifice a better Canada where in those who have endured so much shall enjoy not only the reward of their labors, but shall play their part in carrying to completion in times of peace yet to come the structure whose foundations have been cemented with their blood in this war.

That these men will demand, and that they will be able to enforce their rights in that future it is idle to deny. A quarter of a million returned soldiers united in a common bond of service, acting and voting together will have immeasurable power and influence, and it should be our business to direct that influence towards the common good. The question is therefore, that of dealing with the returned soldiers in such a way as to secure the desired result.

So far the problem has been approached, both in official and unofficial quarters in a somewhat experimental manner, for it is perfectly true that we can only cope with these difficulties which are thrust upon us as we gain experience. The charge is made that, on the one hand, official tendencies are in the direction of too much severity and on the other, that private enterprises are apt to run to too great leniency. In regard to the latter, it might be observed that there are other ways of spoiling men than with kindness and that one would rather err on the side of leniency than of severity. But is either necessary? Will not a true appreciation of the problem suggest a solution which will be found fair, reasonable and satisfactory.

I would like you to consider to-day the returned soldier not as an invalid to be coddled, not as a child to be coaxed, not as a school boy to be disciplined, not as a suppliant for charity, but merely as an item. All bookkeepers know what an item is. It has to be posted into the ledger. It goes either on the credit or the debit side. It is an asset or a liability. So with the returned soldier. Each man will be either an asset or a liability to Canada, there is no middle place for him, he is a cypher, a negligible quantity, only in the grave, then he will be but a memory and God grant an ever green and glorious one. But when he comes back alive to us he is an entity, an item, and on which side of the ledger are you going to post him? You Mayors and Municipal Treasurers, your Chairmen of Finance Committees, you Auditors, all who draw up and read Municipal balance sheets, where do you put your water works and buildings, your plant and equipment and where do you show your bonds and debentures? Where are you going to put your returned soldiers. They must go on the debit or the credit side, they will be assets or

RETURNED SOLDIERS—(Contd.)

liabilities. When that test is appreciated and applied to a total of some 250,000 men, then the size of the sheet you are dealing with will be realized and its enormous bearing on Canada's account with posterity will be understood.

But how are we to ensure that every available asset shall be conserved? Is there any practicable suggestion to be offered, and are we not, through our Militia Department, our Military Hospitals Commission, our Provincial Commissions, our Khaki League and other voluntary organizations dealing effectively with the matter? I think at present that our endeavors are too spasmodic and not sufficiently co-ordinated. There should, for one thing, be more thorough co-ordination in respect to Canadian soldiers between our authorities in Canada and England than there is at present. Work begun there should be continued and extended here, and the whole endeavor should be the replacement of these men in civil life as self-respecting, self-supporting members of the community. Some men will have to be completely taken care of, and it will be not only a duty but a pleasure and a pride for Canada to see that her heroes want nothing, but the number of absolute dependents can be reduced to a minimum, and for his own sake, as well as for the sake of the community, every possible man should be made at least a partial producer.

My point can be no better illustrated than by the work lately commenced at Monks Horton, near Shorncliffe, under Col. Frank Reid, D. of R. & O., and which I visited a month ago. This is a department of the Canadian Casualty and Assembly Centre, the headquarters of which is at Folkestone. Through the C. C. & A. C. passes every Canadian soldier after his discharge from Hospital, except the blind and the tubercular who are classified automatically by the nature of their disability. After discharge from hospital the soldier goes before a medical board which passes on his fitness for further service. They allot him to Prior Park, Bath, for ultimate discharge to Canada or to Monks Horton for restoration to active service. There are a few men who are utilized for clerical and other service in the various Canadian departments in England, but by far the largest number of men fall into one or other classification, discharge or further active service at the front. Before Monks Horton was established only a small percentage of the casualties went back to the front. Now the large majority are made fit to return to the firing line. How has it been accomplished?

Monks Horton is a great open-air camp, about a dozen miles from Shorncliffe. From the C. C. & A. C. the men go there in motor cars, and most of them can scarcely walk from the cars to their tents on arrival. For the first few days they are given mild setting up exercises and short easy walks, and they are encouraged to use the excellent facilities offered for baseball, tennis and other sports. The men are employed when possible in useful work of various kinds, there are always carpentering, tailoring, boot-making and repairing to be done as well as the usual routine of a large camp. Fresh air, good food and proper exercise soon work their wonderful cures and in a couple of weeks, on an average, the men who came in virtually cripples are taking regular drills and long route marches and are ready to go back to the front.

Now, I submit that it is as worth while to rehabilitate men for civil life as it is for military service. The complaint has been made after every war, and it is being made in this, that soldiers are treated as mere fighting machines, fit only for the scrap heap after their military utility is ended. Let us look upon them as potential Canadian assets and bend all our energies to creating them such. I believe that we ought to establish one or more rehabilitation centres in this country on the lines of Monks Horton, ultimately, perhaps, one in every Province, with the object of refitting men for civil life. These centres should be in the country near enough to a city to ensure that availability of medical and educational treatment of which the City is the centre and far enough away to eliminate the attractions and temptations of a city which will interfere with the recovery of the men. The camps should be large and should be so complete in themselves that there should be no excuse for leaving their boundaries, and, of course, military discipline should

be maintained, final discharge taking place from the camps at the end of their treatment and training. If, for instance, a part of the buildings and land of Macdonald College at Ste. Anne de Bellevue could be made available for this purpose in the Province of Quebec it would be a well-nigh ideal situation, for with our severe winters, suitable buildings are essential. Under such auspices any desire to go on the land would be fostered and developed, while men unsuited to agricultural life could be trained for other pursuits and largely absorbed by our great labor market.

Gentlemen, you have honored me by asking me to speak on a big subject. The official programme has divided it into several headings, each heading a problem itself, worth the time allotted to the entire subject. The questions of employment and of hospitals are important because they are matters which we have to deal with now. The Hospital Commission is composed of men of standing and ability who for more than a year have labored with their great undertaking. In this connection I believe that purely military hospitals, as distinguished from convalescent homes, will still have to be provided in Canada, and that we ought to receive back many of our wounded in a less advanced stage of recovery than we get them now. England is full of hospitals, this great push is bringing train loads of wounded into Charing Cross Station every day. There is a wonderful Canadian hospital at Ramsgate called the Granville Special Canadian Hospital, provided by our Government and fitted with appliances which are partly the invention of one of our own Montreal Doctors. Their application to cases abandoned as hopeless has resulted in many wonderful recoveries. Then there are advantages in the treatment of men near their own homes by Canadians and by Canadian doctors who have to stay here. And while speaking of the medical aspect of the question I am going to urge the abolition of the ostrich system of dealing with the subject of venereal disease. That situation is very serious and has to be faced fairly and squarely for the sake of future generations.

Let me plead again for co-operation and co-ordination. Much is being done in England by our own Canadian Medical and Military men, which could well be followed here and we should avail ourselves of their experience and extend in Canada the useful work which often can only be commended over there. Still more is being done in France, where the mental and physical re-equipment of wounded soldiers is proceeding in a scientific manner not yet approached in England. Mr. William Dobell, of Quebec, and Major John L. Todd, M.D., of Montreal, have made exhaustive studies of the French methods, and we hope for definite results from their investigations. No mere questions of economy should deter the Government from dealing effectively with this great problem. Millions have been wasted in the raising of our armies, millions have been lavished, as a free-will offering from the people of Canada upon the dependents of our soldiers. Let us not be niggardly in our treatment of the men who have made Canada's name a glory in the uttermost parts of the earth. Let us see that every man who has done his bit at the front gets a fair show when he comes home. Don't let us classify him as a boozier or loafer because he displays inclinations which may be abnormal in him owing to the terrible experience which he has undergone. Most of us, in his place, would want a drink and a rest too. And it would be a good deal better if we would all agree to go without alcohol if we could thereby remove temptation from the men who have endured so much for us. Let us be willing to have the burdens of this war somewhat evenly distributed. There are many in Montreal who only realize the war when they lick a postage stamp. Don't let the men in the trenches carry the entire load. Let us, every one of us, make our own sacrifices of time, of money, of luxury and of pleasure and do our bit for the common cause. It can never approach what they have done, for all that you or I may offer can never pay the price of a soldier's blood or the cost of a woman's tears. Not then for the sake of giving them a reward, because we can never recompense them for their sacrifice, but because it is the just, sensible and business-like thing to do, let us bend our energies towards making our returned soldiers assets of Canada while they live, as they will be an inspiration to Canada and the Empire as long as Canada and the Empire endure.

Municipal Responsibility in Canada's Preparedness

FREDERICK WRIGHT, Editor of Canadian Municipal Journal.

The other day huge demonstrations of citizens were held simultaneously in 1,000 British cities to pass a resolution—and only one—of determination to fight the Huns to a finish. The resolution was proposed in London by the Prime Minister of England and in Montreal, by the Prime Minister of Canada, and so on in every great city this democratic Empire expressed renewed confidence in its mission, giving new evidence to the world of the spirit, undivided, of a strong people, working to bring about the consummation of that standard of "playing the game," for which so much has been sacrificed.

Towards the successful pursuit of this war Canadian municipalities have done much and will do more before the end. But we also have a great deal more to do if this Dominion is not to be caught at a disadvantage when hostilities cease. The spirit of preparedness to meet the great peace begotten of victory, has already entered the minds of the leaders in different parts of the Empire, even in the Old Country, and though our Federal Government is doing good work to meet the problems that will beset this country it will be largely up to the local authorities to work out the details, for when this war is over things will not be as they were. New conditions will arise that will affect every citizen in Canada in his or her relations to the community. What the full effect of these new conditions on our national life will be is beyond our ken, but this we do know, that a new significance will be given to the word citizen, and if the great conflict will have taught us anything it will be in a fuller realization of the British conception of nationhood, for which our best manhood is now fighting so valiantly in Flanders. These splendid fellows are in their very sacrifice paying the price for the great privileges that we are enjoying in Canada—they are the men who are shouldering the burden of nationhood so that we might meet in peace to-day. And what a sacrifice — in the daily toll of casualties — only those who have their men at the front can fully understand it. But our boys now in the trenches, are thinking hard and those who come back will have something to say in the governing of this country, and rightly so, too, meaning that it will go hard with the men who have failed in their public stewardship. It is of our municipal stewardship that I would speak to you to-day.

The stewardship of local government, to my mind, is the most responsible at the present moment, for this reason:— That the councils, by the exigencies of their office, are in daily touch with the people and consequently have, or should have, the greatest influence in leading the citizens to realize their responsibility, and those of us in the municipal field who are not privileged to be on the firing line must make every effort to see that a good account is given in every urban and rural community of

that stewardship, not only in the proper collection and spending of the tax-payer's money, but in considering ways and means of preparing for the homecoming of Canada's returning heroes. In other words, it is up to the municipal councils to take the lead in preparing Canada for the proper placing of returned soldiers—both whole and wounded—for the re-employment of the great army of munition workers who will be thrown out of employment on the cessation of hostilities, and for the proper reception and selection of that vast immigration that will be a fact, in spite of what some public men would say to the contrary.

This is a big task and some might think it ridiculous that we should prepare for peace when we are still in the throes of the mighty struggle. Yet the war will cease on no uncertain terms and when that time comes we must be in a fit position to forge ahead, for let us remember that while this Empire went into the war for a principle; that principle means the right to our own people as well as to those for whom we took up the sword.

Some again will say that the suggestions I make are not municipal in character—that they are outside the responsibility of civic councils. To those who would advance this argument I would say again that the local fathers are the logical leaders in everything pertaining to the progress of the community. They certainly are made responsible when things go wrong, as instanced in the unemployment problem that faced this country at the beginning of the war, when the mayors met at Ottawa to try and bring about some scheme for the alleviation of the distress caused by that unemployment—but which was happily found unnecessary because of the new but temporary industry of munition making. But for twelve months things were very bad for the working men and women of this country, unemployment was general, and the councils had to bear the burden, and I can tell you this gentlemen, such conditions will come again, only worse, when this war is over, unless something is done now.

To Get Down to Something Concrete I Will Ask You for a Moment to Consider Our Responsibility as Municipal Councils to Returned Soldiers.

At a conference of the Federal and Provincial Governments, held some time back, a general plan was submitted and approved which embodied the creation of provincial committees to act in concert with the Military Hospitals Commission. The first report of this commission is now published and to those of us who at times doubt the efficacy of parliamentary commissions the report makes good reading for the reason that the recommendations are of a very tangible and practical nature. It allows for the special training of wounded soldiers,

so that they might take up work at once, congenial and independent. It provides for pensions for both the man and his family, and while there might be differences of opinion as to the amount or character of the pensions, the fact that such a system will soon be in force will relieve the anxiety of many a wounded soldier. The commission has received the assurance of many of the municipalities that they will co-operate in the carrying out of the policy, but it seems to me that every local council should do its share in putting into practice the recommendations of the commission. But the councils should go further. It is our duty to recognize in no uncertain terms our sense of gratefulness and pride in the achievements of our soldier boys, and in something more than pensions. We must feel that it was not just the earning power of the soldier's life—namely, a dollar a day—that has sent the hundreds of thousands of Canadians to the fields of Flanders. We all know that it was the spirit of national pride that sent them across the seas, and that same shining light of patriotism must be held before them on their return home, and I would repeat the suggestion made by the Canadian Municipal Journal last November; that a civic reception be given to every soldier on his return to his home town. Such a public recognition by the elected local authorities will at least be some recompense for the sacrifice made by every man who has gone overseas, and it will be something for his children and family to remember with pride. I am pleased to state that many of the councils have already passed resolutions favorable to the idea, but we want every municipal council in Canada, both urban and rural, not only to pass a resolution, but to live up to it. That resolution should read as follows: "That this council binds itself to give a public reception to all soldiers who enlisted for overseas service and who are citizens of this city, and that we will do all in our power to see that suitable employment or pensions are given to the men."

I would ask that this convention adopt the resolution.

Another Municipal Responsibility is That of Encouraging the Development of Industries, so That Real Progress Can be Made.

At the present moment manufacturing Canada is very busy, though handicapped for labor; but the big industry — the making of munitions — cannot last much longer. This means when peace does come many factories will be idle and over 200,000 men and women thrown out of work. It is true some will be absorbed in the normal industries but not many. This out of work army will be augmented by our own returned soldiers and a large industrial immigration, unless such are kept out of the country. The burden of caring for this army will fall upon the communities. The question comes then what are the local authorities going to do about it? How can they meet the situation? It is evident that if the problem is not met in some practical way chaos and poverty will be the result which in turn will have a very direct effect on public progress. In the past industrial and manufacturing Canada have been handicapped by the lack of capital which has meant the export of sadly too

much of our raw material and our Journal has already urged that the vast sums of money now in the banks, much of it made from munitions making, should be kept in the country for development purposes, particularly in the encouragement of new industries, and in the helping along of our factories. I believe that by intelligent co-operation this can be done and no one can do it so well as our municipal authorities because of their practical knowledge of local conditions. One suggestion made by the Journal is that a special committee be appointed whose business would be to ask each council to have an inventory of local factories made, and to get in touch with the Federal Department of Commerce with the object of securing the results of the recent investigations which were carried on to find out the opportunities for Canadian manufacturers in different parts of the world. By this means each municipality would not only get a line on its own factories but the opportunities for the trade expansion of the district.

This does not mean that individual effort must be curbed—rather it should be encouraged—but we must eradicate that lack of sense of public responsibility begotten of individual selfishness so strongly marked in the United States, and which up to the breaking out of the war was fast growing in this country. Now that Canada has found her soul in the sacrifice of her sons the elimination of this bugbear of national and municipal progress should be comparatively easy, but each one of us must do our part.

Neither does the boosting of local industries by the council mean that undue competition will ensue as between city and city—or town and town—for the reason that with Canada's natural resources divided up as it were geographically the chief local industries will economically be indigenous to the district resources. And if I may I would like to point out here that the utilizing of her vast resources by the means of manufacture is just as natural to Canada as agriculture—in fact they should go hand in hand.

I note that the idea of the municipal council encouraging the development of industries has been taken up in the Old Country, the English Municipal Journal suggesting the appointment of special industrial or trade committees made up of officials having commercial experience who should be given a free hand in developing the business of the town by booming the industrial facilities. In short a kind of publicity campaign. The article in question finishes with a very apt phrase, "It is a leading principle of commercial enterprise that good times don't come, they have to be fetched."

Many of our Canadian cities have been built up with clever publicity—though some of the blatant advertisements one has seen at times are neither convincing nor conducive to civic dignity. After all the best advertisement for a Canadian city is good government. But the point we have to consider for the moment is how best to keep our workers busy after the war for we must remember that individual prosperity means better housing better streets and a more contented community and my suggestion of a strong committee being appointed to study the matter of industries from the municipal viewpoint I would commend to this convention.

SUGGESTION TO RURAL MUNICIPALITIES.

The problem of immigration has been left in the hands of Dr. Page of Quebec, and at this stage requires no comment from me, but this I would point out, that when hostilities in Europe have ceased there will be a large emigration of Britishers to Australia, New Zealand, South Africa and Canada in proportion to the inducements held out, and it is up to this country to show what it is made of; otherwise our immigration will be overbalanced by foreigners. At the present moment over four millions of hardy men are living in the open air. When the war is over these men will not want to return to sedentary occupations. They will want the open life of the country. Those Britishers who do come here with their families will not come empty handed by any means, so that they will be in a position to pay for the best, and this brings me to still another suggestion, particularly to rural municipalities. As is well known trench life, though exacting in many ways, is at least very social and if British soldier immigrants are to be held in our country districts a decent communal life must be provided for them, otherwise they will migrate to cities. My suggestion is that rural councils become the leaders in a social movement in their respective districts, for which the school houses can be so easily utilized. There is no doubt about the value of the school being the centre of social activity. We must realize that these men in coming to Canada with their families will not be particularly anxious to make their fortune at the expense of their mental discomfort. Life to-day is made up of something more than mere working from sunrise to sundown, and the sooner the powers that be recognize the fact, and act on it, the better it will be for material as well as social Canada.

Civic Education.

Another phase of municipal responsibility, that one might bring forward at this convention is the

civic education of our children. Everything seems to be taught in Canada with the exception of citizenship—that is instruction in the meaning of government. Some time back when the Journal suggested an elementary knowledge on the subject being given we were inundated with all kinds of letters from our school authorities, some of them very indignant at the mere suggestion that they neglected civics, and to impress us with our treason, sent in their syllabi which were so heavy reading that we felt sorry for the kiddies having to wade through them, and we could quite understand why our future citizens knew so little of our system of government when they left school to face the world. And all that we did suggest in the first place was a reader giving in an interesting form and in simple language, the meaning of government. Some day when we get rich, we will publish under the auspices of the U. C. M. such a reader, which, though simple, will at least give the boy or girl some knowledge of why the policeman is so essential, and why mayors and aldermen are even necessary.

I have but touched on one or two phases of the responsibility of municipal councils which are outside the purely administrative one of the levying of taxes and the building of public works, and other phases will occur to you gentlemen from your own experience in the council chamber — phases that are essential to the well being of the community. I have not gone into details because my time is short and your patience limited, and further our Journal has been hammering at Municipal responsibility and preparedness since the war commenced, and with some results if only from the friendly criticism that we have secured from municipal executives from all over Canada, but I would urge upon every civic authority to rise to their great opportunity in making this great Dominion of Canada a veritable paradise for those who will be coming home shortly and also for those blood relations who will want to come straight from the fields of Flanders to the fields of Canada.

The Municipality and the Immigrant

J. D. PAGE, M.D., President Public Health Association of Canada.



If I have any apology to offer for having accepted the honor of your invitation to address such an important meeting as that of the U. C. M., in connection with immigration, it is that, before all, being a convinced partisan of certain reforms demanded by the inefficiency of our methods of inspection, I am the more deeply impressed with the role incumbent to the Municipalities under such conditions. This is why I have taken as the title of my humble contribution:

"The Municipality and the Immigrant."

I regret that through some misunderstanding you have been led to expect that I had some authoritative pronouncement to make regard-

ing the distribution of immigrants which is yet a matter of much speculation in the United States, where immigration has received from the various governments, municipal, state and federal, a great deal more attention that has been the case in so far, in this country, and all efforts in that direction has not yet resulted to any great extent in satisfactory results. Suffice it to say that "it may be summed in the saying of ex-president Roosevelt that we must first exclude the undesirable and distribute the desirable; unless we do both, nothing will be gained."

There is, in a nutshell, the social and economic aspect of our national problems of immigration. If you glance at our immigration statistics it looks much as if in Canada the proposition of Roosevelt had been reversed. We distribute and then exclude, which means that the filtering of that big and interesting stream, temporarily interrupted by war, which has added to our population during the last ten or twelve years about one immigrant to every five or six people), is not done on the other side of the Atlantic; not on shipboard, where the greatest opportunities can be afforded to ship surgeons for nicking our future rack stock if population is going to be doubled within the next ten years through immigration, according to certain prophecies, nor at the Canadian seaports, where the main governmental machinery is installed for the purpose of official inspection; but in the Municipalities, right in the heart of the country.

In support of this, let us learn from official figures taken from the report of Dr. P. H. Bryce, Chief Medical

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Officer, Department of the Interior, first, what our rejections at the seaports have been for the mentally defectives alone, during the fiscal year 1913-14, and what they might have been, had we had such an organized system of inspection as exists in the United States.

Country.	Im'g'ts.	Idiots.	Imb's.	In's.	Total.	P.C.
Canada .. .	384,878	2	21	15	38	1—10,127
United States	1,197,892	18	537	198	753	1—1,590

During the same period there were deported 207 insane people from within the municipalities while the feeble-minded and idiots were only 10. The fact that the number of feeble-minded deported seem rather insignificant must not be interpreted as if this class was less numerous than that of the insane, as proved by the following table published in the report of Dr. Bryce for the year 1914-15.

"Through the great kindness of Dr. C. K. Clark, Dean of Toronto University Faculty and Superintendent of Toronto General Hospital, the following list of patients examined in the feeble-minded clinic of the hospital, by nationalities and by whom referred, has been supplied." July 1, 1914, to July 1, 1915.

Canadian .. .	203
English .. .	100
Scotch .. .	17
Russian .. .	10
American .. .	7
Irish .. .	6
Jamaican .. .	3
Polish .. .	2
Italian .. .	2
Austrian .. .	2
Greek .. .	1
Icelandic .. .	1
South African .. .	1
Unknown .. .	61
Total .. .	425

Patients referred by Juvenile Court .. .	168
" " " Public Health Department .. .	60
" " " Doctors .. .	43
" " " Social Health Department .. .	35
" " " Homes and other institutions .. .	32
" " " Wards and clinics .. .	28
" " " Public schools .. .	14
" " " Friends .. .	62
" " " Ministers .. .	2
Total .. .	425

It is thus seen that through the suggestive and laudable initiative of the authorities of Toronto, of 425 persons examined and pronounced feeble-minded by Dr. Clark, 222 were foreign born and no doubt a fair proportion of them could have been detected or rejected on arrival, if trained specialists were detailed for their inspection at the different ports.

It is worthy of notice that this number of 222 feeble-minded found in one city alone, exceeds by 7 the total number identified and rejected on arrival from among the 3,000,000 immigrants who came to Canada from 1903-1913, it being exactly 215.

What Toronto is doing to discover the mentally defectives, which are being known to be such a deteriorating element to society on account of the heredity of the defect, is most desirable that other towns large and small, might do. Where they don't have the advantage of a special clinic, they could nevertheless accomplish a material amount of good if only by means of medical school inspection.

With regard to another class of diseased immigrants, the tubercular, it was learned some two or three years ago, that out of some 35 sanatoria scattered all over the Dominion, about one half had from 3 per cent to 12 per cent of their patients chargeable to immigration and while several of them were still deportable within the law, although they were a burden to the state, as will be sooner or later the feeble-minded and some of their progeny, who may remain undiscovered as long as they are cared for by their guardians.

I have personally seen in various provinces of the Dominion, newly arrived immigrants in certain hospitals subsidized by the provincial Government and the Municipality when, the compensation paid to the hospital but lack of Municipal control were reasons given that they

were receiving treatment at public expense for a time indefinite, probably until they died. It is only fair to mention that a certain number have been and are being still deported within the three years provided by the law, who were robust and vigorous when they arrived, but became contaminated through the unsanitary conditions of the houses where they had to live, because of the ignorance or the carelessness of the civic Authorities.

It is most unfortunate that a new country like Canada which has the pretention to be the star colony of the Empire, and so much in need of a desirable immigration to develop its immense resources, we do not seem to know how, where or when to exclude the undesirable and then not to look more carefully after the conservation of the desirable ones.

Such an illogical situation, strange to say, is not generally found by those directly responsible for the effectiveness of municipal administration, but by the disinterested sociologist, or social worker, whose merit is seldom recognized and still less rewarded. Without the initiative of such people, we might have been a long time learning that slums could originate in new cities of the most shining exterior appearance. As an illustration, allow me to quote what Mr. W. W. Lee, then Immigration Secretary of the Y. M. C. A. National Council, Montreal, was saying at the Convention of the Canadian Conference of Charities and Corrections, in Winnipeg in 1913:—

"In a large city in the East one boarding house was found containing, by the boarding boss's count, 156 men. They were in two shifts and as the house only contained ten rooms the over-crowding can be imagined. The filth was indescribable and only men of magnificent physique and stamina could possibly exist in such circumstances.

"The other was in one of the large cities of the West and here the men were living in the dugout basement of a small hall. No natural light, and no ventilation except the door. The space was seventeen feet by eighteen by eight feet high and in, it were living sixteen men. The extent to which these conditions are typical may be gauged by the fact that in over a hundred and fifty boarding houses visited in twenty cities last winter the average of cubic feet of air space per man was less than two hundred.

"Our immigration legislation has always, and rightly been designed to eliminate and weed out from the incoming immigrants those who are physically unfit. What does this avail, however, when we compel those to come in, to live under conditions such as this. Is it not incumbent upon us, if only from instincts of self-preservation to provide adequate housing facilities at a reasonable rental for these future citizens?"

During this time the United States which had the immense advantage over us to select their immigration medical inspectors from an already existing and well organized Public Health Service composed only of men of a certain age at the time of their admission, having duly passed satisfactory examinations of special qualifications and absolutely protected against the accidents of politics, such as are our masters, to have spared no effort to raise from year to year the standard of their work. Nevertheless, the history of their immigration, written by various recognized authorities, establishes the fact that owing to the difficulties inherent to all the methods so far experimented, the oversights of this first period is costing annually to the U. S. millions of dollars towards the support of the access of foreign born insane and others, in proportion to the population, and because also of certain deficiencies in the law.

The last achievement in the work of the examining surgeons at Ellis Island, is described in the report of the Commissioner of Immigration for the fiscal year ending 30th of June, 1915, page 11, where it is said:

"A record kept covering the period, October 4th, 1914, to March 31st, 1915, shows that of 31,275 aliens examined by the ordinary methods in vogue during normal condition with respect to Immigration, 1,607 were certified for mental or physical defects, the certifications averaging 5.37 per cent. Largely because this ordinary examination could be made in a more deliberate and therefore a more thorough manner, it shows an increase from 2.29 per cent for the fiscal year 1914. But during that period (October 4, 1914, to March 31, 1915) 11,974 aliens were given an "intensive" physical examination, and 1,106 of these or 9.37 per cent were certified for physical and

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mental defects. The so-called intensive method consisted in giving each alien a thorough examination in a private examination room, while the ordinary method consisted of a line inspection by the doctor who looked the aliens over as they marched before him.

"Certainly there could be no better or more convincing argument than that afforded by the above figures for increasing the medical force sufficiently to insure that no alien shall be admitted to the country until he had been subjected to a medical inspection really calculated to disclose his mental and physical deficiencies."

Thus far, whoever has followed the results of the medical examination at Ellis Island, cannot but see that some very tangible progress has been accomplished though there are yet possibilities for the further development of the service.

Now, if you are curious to know what our neighbors, south of us, thought of our means of protection against undesirable immigrants, some years ago, let us consult the second edition of the book of Prescott F. Hall, A.B.L.L.D., Secretary of the Restrictive League on "Immigration," pages 30 and 31. Referring to that period, immediately previous to the enforcement of our Immigration Act, the author says:

"Large numbers of dependents and delinquents are undoubtedly, even now assisted both by public and private agencies to come to the United States. It is said, though the British Government itself, has discontinued giving wholesale aid to criminals and paupers, the local authority still endeavors to pass them along from their respective jurisdiction and that many finally immigrate to the United States, and especially through Canada. . . .

Page 251.

"A source of much difficulty in the execution of the law has always been the immigration of undesirable aliens to the United States by way of Mexico and Canada. . . .

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"The Canadian route to the United States is known to every unscrupulous agent in Europe and is by that means made known to the very dregs of society, many of whom having been rejected from the United States ports sought this easy mode of escaping the effect of official vigilance . . . (Note). The United Hebrew Charities, New York, reported that as many as 75 per cent of all their dependents had come via Canada.

How much these conditions have changed since this was written may be gathered from the following figures for the U. S. fiscal year ended June 30th, 1915:

Aliens coming originally to Canada who sought entry to the United States within one year from date of arrival:

Total number examined	8,684
Total number debarred	1,444
Percentage debarred	16.63

Aliens claiming residence of more than one year in Canada, but who were unable to give satisfactory proof thereof:

Total number examined	4,019
Total number debarred	1,140
Percentage debarred	28.36

Comments are unnecessary.

Where is the remedy to an ailment which has lasted so long but still acute, and when can it be applied.

Much will depend from the way the Municipalities may respond to the watchword contained in the New Year's message of your Honorary Secretary "To prepare for the dislocations to follow immediately after the close of the war especially those of labor, immigration and the returned soldiers."

I have not any authority nor the pretention to give you any advice, but let me tell you the suggestion made at the last Congress of the Canadian Public Health Association in Toronto, last year, by one of the foremost Health Officers of this Dominion, a gentleman of exceptional executive ability and who knows something about physiology. When this matter of the immigrant inspection was discussed he said in substance: "Now don't blame the governments for making political appointments to such positions as that of Medical Officers in the Immigration service, too often, regardless of their professional qualifications. We have nobody else to blame but ourselves. If such things have been allowed to occur, it

is because we have failed to educate the people. Let us enlighten public opinion so that when the people understand the requirements and the great responsibilities of the medical inspectors, the Government will be easily persuaded to change their methods; if so far some local influences may have prevailed at the detriment of public interest, it would soon be a matter of the past, if every one of us as Health Officer does his full duty towards educating the people."

While we have got to realize that fact that in proportion to our population we have already received 25 immigrants against the United States one, when their population was about that of Canada during recent years, it does not seem that we can afford to take less precaution than the United States, when we have the evidence that in spite of their endeavors that country is heavily burdened by the admission of undesirables.

I am inclined to think that if some concerted representations were made to the Government by the Union of Canadian Municipalities towards the end in view, they would be received as a sufficient manifestation of public opinion and carry a great weight in the elaboration of a real national policy of immigration.

A circular letter has just been issued by the Economic and Development Commission to all municipal bodies, Boards of Trade, etc., all over the Dominion, calling for their co-operation in making any suggestion that they may think will help the general development of the country. As Immigration is one of the most important questions, the Government must presently deal with this invitation of the Economic Commission thus affording in our system of immigration inspection, a splendid opportunity to demand reforms. Moreover, as far as the medical inspection side is concerned, the determined attitude of a ministerial member of the House of Commons, who introduced last Session, a resolution to the effect of creating a federal department of Public Health seems to make the occasion still more favorable.

Dr. Steele, M. P. for South Perth, the proposer said then:

"The situation so far as the Government are concerned, is very similar in both Canada and the United States, and the conditions to be met are also so much alike, that Canada may well with the experience of the United States, consider in the light of that experience what her procedure may wisely be. . . .

"If we do not build up this Canada of ours a nation which will surpass physically all others of past history, it will be because of the incapacity and the indifference of the public men of the present day. Public Health is a great social and economic question, one of the most important that any nation has to face at the present day. First there is the matter of feeble-mindedness; so closely associated with immigration, which is directly under the control of the Federal Government. At the close of the present war there will be undoubtedly a very large influx of immigrants, both from Europe and United States, it is estimated that in Great Britain there are about 300,000 feeble-minded, in the United States there are an equal number, rapidly increasing.

"It is most important therefore that the greatest care should be taken in the inspection of our immigrants, as the above figures indicate a fruitful source of mental defectives. It is open to doubt whether our methods of inspection are all that are required. It seems to me that none but trained experts, qualified for the detection of mental as well as physical ailments, should be in charge of this work. . . .

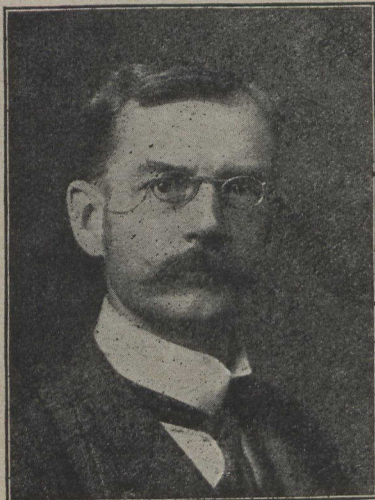
"Some has said that the greatest menace to race regeneration to-day, is the ever-increasing population of inefficient and feeble-minded people. Our first duty is to strengthen the inspection of immigrants."

The creation and equipment of a Federal Department of Public Health is not yet decided upon and we do not know when it may be an accomplished fact, but the improvement of the immigration medical service should not be postponed any longer. There is nothing to prevent the appointment of expert psychiatrists or any other men that might be required, but they should possess such qualifications as would admit them in anticipation to that so long desired and needed department of Public Health.

At all events, let us remember that "we are the trustees for the future and with us is the decision what races and what kind of men shall inherit this country for years after we are gone."

Municipal Giving to the Canadian Patriotic Fund

SIR HERBERT B. AMES Hon. Secretary, Patriotic Fund.



At the outbreak of the war, almost before the news was confirmed, hundreds of reservists living in Canada hastened to our eastern seaports and took the first outbound steamer to join the fighting regiments. In many instances these men left their families unprovided for, taking it for granted that those who remained behind would perform this duty.

When the first Canadian contingent was raised, a similar situation, though in a less acute degree, again presented itself. While in many instances the soldiers' dependents

were adequately provided for through separation allowance and assigned pay, there were many cases where families were large and where living was expensive throughout Canada, where the soldier's family could not continue a decent scale of living if no other revenues were provided. Hence, there arose at many points throughout the Dominion, a demand that these soldiers' dependents be granted supplementary assistance and, as it was impossible for the Canadian Government to relieve necessitous cases without at the same time over-paying many who were satisfactorily provided for, there sprung into existence at many points, voluntary organizations composed of patriotic citizens who, not being able themselves to fight, were willing to pay that the dependents of those who went to the front might at least live comfortably and decently.

At first there was between these various committees no understanding nor were their methods identical. Within a month of the declaration of war, it was found necessary to co-ordinate philanthropic action and the national Canadian Patriotic Fund was formed as the result of a conference held at Ottawa under the Chairmanship of His Royal Highness the Duke of Connaught. In order to give official status to this organization and more definitely prescribe its field of action, an Act of Parliament was passed in August, 1914, and the Fund duly incorporated. Since that time, the head office at Ottawa has organized branches throughout every part of the Dominion for the double purpose of collecting funds and supervising the administration of relief.

The basic principle of the Canadian Patriotic Fund is that of the common purse. Each community gives what it can and draws according to proven needs. Some areas send few men and give much money; other districts send many men and cannot locally raise enough to care for their dependents. We ask that each district do its fair share and the surplus from one community be used to help out the deficit in another.

In the early days of the war, monies came pouring in to the Canadian Patriotic Fund, representing the spontaneous givings of individuals. The appeal was made to every citizen that he should either fight or pay. If circumstances were such that he could not enlist, his next duty was to assist in providing for the families of the men who went to the front. During the first year of the war, ample revenues reached the Patriotic Fund through the unsolicited subscriptions of generous givers.

When the second year began and it was realized that, in order that the Patriotic Fund might continue its work, not only must those who had already subscribed repeat their donations and increase them, but others must also be asked to do likewise. It was felt that some more systematic method of presenting the needs of the Fund to the public throughout the Dominion should be evolved. To this end, a careful study was made of the subscriptions received from every city, town and rural district throughout the Dominion and where, in the judgment of the Cen-

tral Committee, the contributions received from a district were below the average, efforts were made to stimulate that community and to waken the residents to a fuller sense of their obligation. It was found, however, that there were some citizens of the Dominion, fortunately comparatively few in number, who recognized no obligation to assist in the prosecution of the war either by enlisting or contributing to patriotic causes. Those who were giving generously felt that the shirkers should likewise do their share; hence, there arose a demand that a portion at least of the monies raised for the Fund should come through general taxation. Furthermore, it was found that in the rural parts it was oftentimes extremely difficult to make a comprehensive canvass; not that the agricultural population was not as willing to give as the dwellers in cities, but the labor entailed in canvassing was so great that it was oftentimes impossible to form committees willing to prosecute this work. Hence, many rural districts asked that their quota be raised through taxation on the part of the local governing bodies. Thus, we find that, during the second year of the war, very many contributions came in to the Fund representing the proceeds of taxation levied by town councils, county councils, municipal councils and township councils. Systematic giving was by no means abandoned (in fact, during the second year of the war, fully four-fifths of the monies received still came as a result of voluntary contributions), but was supplemented by levy.

In the cities and larger towns throughout the Dominion, carefully organized canvasses were prosecuted on behalf of the Canadian Patriotic Fund. In very many instances the local committees were greatly encouraged at the outset of their campaigns by promise from the municipal council of a generous grant. Among others that have so given are the cities mentioned on the attached list. Many of these municipalities have given a second and even a third time. We have in Canada no really all-inclusive method of taxation by which every citizen can be called upon to bear his exact share of the national burden but, in collecting for the Patriotic Fund, their result has been approximated. In some of our cities where the local canvass committee of the Patriotic Fund has secured a grant from the municipal council, they have carefully studied the list of those who would, through taxation, adequately contribute and then have canvassed the non-taxed population and secured supplementary subscriptions. By this method the load has been distributed with a marked degree of fairness.

It has sometimes been asked why the funds required for our national benefaction are not contributed by the Dominion Government. A few considerations on this head may be in order. First of all, let it be remembered that the Dominion Government is carrying the great burden of this war. The Finance Minister at present is meeting an expenditure of approximately \$1,000,000 a day. The Dominion Government covers all expenditure in connection with the raising, arming, training, transporting and maintaining our Expeditionary Force. It provides for the regiments required for garrison and picket duty at home, and it is also making provision for the care of returned soldiers and providing pensions for widows and disabled men. The Dominion Government pays \$20.00 a month to the wife of an enlisted soldier and the same amount to the widowed mother where she was wholly dependent for support upon an unmarried son; but the Dominion Government cannot discriminate as between families. The separation allowance is a part of the man's pay, an additional bonus to permit him to meet his family expenses. If a millionaire and his coachman should both enlist as privates in the same regiment, Mrs. Millionaire and Mrs. Coachman would receive, from the Dominion Government, exactly the same monetary consideration. For Mrs. Millionaire, it would be of little consequence, but for Mrs. Coachman, \$20.00 a month would not be enough to support her if she has a family of children dependent upon her. The Dominion Government could not increase Mrs. Coachman's allowance without likewise increasing that of Mrs. Millionaire and the money given to the latter would be an unnecessary expenditure. The Canadian Patriotic Fund approaches the problem from a different angle. It considers only the condition of the soldier's

MUNICIPAL GIVING—(Continued).

family. The Relief Committee of the Fund can discriminate. They supplement Mrs. Coachman's income, bringing her up to a figure that will permit her and her children to live decently while it makes no grant to Mrs. Millionaire. The Dominion Government could not replace the Patriotic Fund without over-paying thousands of families which our organization does not help. Again, the Canadian Patriotic Fund has been singularly fortunate in securing the services of hundreds of devoted men and women who are giving time, thought and energy to the work of dispensing relief without any financial return to themselves. These citizens are willing to work voluntarily in an honorary capacity. Since they are usually the same persons that raise the money, they realize how carefully it should be spent. Were the Dominion Government to take over the Patriotic Fund, or become its chief financial source, these citizens would probably be replaced, in a large measure, by Government officials. The expenses of administration would increase, the Fund would necessarily cease to be non-partisan and in the end it would probably become a Government department. It is highly improbable that this would result either in more systematic treatment of the beneficiaries or in greater economy of administration. Now it is an axiom that the nearer a tax-spending body is to the people it taxes, the closer is the supervision. The Patriotic Fund has felt that, where a county council or municipal council makes a grant and this grant is unanimously voted, it is practically the same as a voluntary subscription. Undoubtedly, the fact that a responsible committee of their own best known citizens are dispensing relief in a given town and that their administration enjoys public confidence, has much to do with inducing councillors to make these grants and tax-payers to support them in doing so. Hence, the Fund has been in the habit of considering that the voluntary character of its contributions has not been departed from when a municipal body, moved by local pride, desirous of seeing the community it represents bear a good name among its fellows for generosity, leads the way with a generous subscription. This has been almost universal throughout Canada and we hope and expect it will be continued so long as the war lasts.

We have just entered upon the third year of the great war. Upwards of 360,000 men have been enlisted and the Patriotic Fund, including Manitoba, is to-day caring for nearly 60,000 families at an expenditure of about \$1,000,000 a month. Recruiting at present is not brisk and the monthly demand upon our Fund, which has been doubling every six months, is at present practically stationary. In fact, with some of our branches the names withdrawn through casualties are almost as many as those added by fresh enlistment. Looking forward into the next twelve months, however, we feel that we must provide a million dollars a month. How are we to get it? Voluntary giving will, we trust, never cease and will always be, we believe, the main source of supply. But the large sum required cannot be raised unless local taxation bodies very materially help us out. We hope next year to secure continued support from the County Councils. In the province of Ontario alone these bodies are to-day paying the Fund about \$100,000 a month. Rural bodies in many other parts of Canada (although not in every province) are doing their share. If, through the county councils, the rural communities bear their load, it is probable that the urban districts will ask their municipal councils also to assume a considerable portion of the burden. This has already been done in many cases. Some cities, such as Stratford, where \$50,000 has been thus raised, have issued ten year debentures covering principal and interest. Other municipalities have levied direct taxation from one to three mills on the dollar, collectable during the current year. Either method is legitimate although the latter is preferable since we know not how long the war will last and since it is hardly fair to ask our soldiers when they return to assist in paying the promissory note, which we, in their absence, have given in order to make provision for their dependents. It is because I realize how valuable the co-operation of municipal bodies has been and will be, if the Patriotic Fund is to continue to perform its work, that this presentation of our case is made so comprehensive.

I wish I had time to describe for your benefit the head office system of check and audit in force in connection with the Patriotic Fund. Sir Thomas White, Finance

Minister, is the Treasurer and Mr. Fraser, Auditor General of Canada, is by statute responsible for the audit of our books. Each month every branch of our Fund draws in advance the bulk amount that it is estimated will be required during the coming month for the families under its care, and, at the end of each month, furnishes the head office with a detailed statement of disbursements giving the name of each family assisted and the amount that each beneficiary received. We have at the head office a card index alphabetically arranged, of 100,000 names, including one for every separation allowance issued by the Department of Militia. We daily receive from all militia units the list of men discharged, also the list of casualties and any other information that effects the status of an enlisted man. This information is duly entered on our cards and the disbursement sheets of all our branches compared with these cards so that we are in a position to protect the Fund and daily to advise our branches of names that should be dropped from the list. Every month the average rate of assistance per branch is figured out and any of our local committees that show a tendency to extravagance are cautioned and restrained.

The bank interest on our monthly surplus of receipts over expenditure almost pays the administration expenses of the head office and of all the branches, including the work of travelling inspectors and campaigns. The latest estimate on this head shows that the impairment of our Fund would not exceed 60c on the \$100 contributed: that is to say, every subscriber who has sent in \$100 may have the satisfaction of knowing that \$99.40 has reached the soldier's dependent or is in the bank.

There are to-day in the ranks of the Canadian Expeditionary Force, 60,000 men who have enlisted and who have either gone or are going to fight for the defence of Canada and the Empire, who have left in charge of the Canadian Patriotic Fund their wives, children, mothers and other dependents. This represents more than 150,000 individuals. These brave men have gone forward with no written guarantee that during their absence their families will be provided for, but with the belief that the pledge so often made on the public platforms will not be broken. The duty falls upon those of us who remain behind, who go on with our ordinary activities, who suffer comparatively no loss, to make adequate provision for the dependents of those who are fighting on our behalf. Already there are many war widows in Canada; already there are many wounded on this side and in hospitals in England and France; these people are making some real sacrifices to defend our common heritage. It is at best but a poor equivalent for such services that we contribute of our substance to make life tolerable for those they love.

CANADIAN PATRIOTIC FUND.

Municipal Grants.

Thirty out of forty-one Nova Scotia Municipalities make grants. Winnipeg City Council voted \$100,000, April 3rd, 1916.

Halifax	\$ 60,000	
St. John, N.B., \$15,000 first year	25,000	
Not making grant for 3rd year.		
Montreal	250,000	(2nd year).
Quebec		
Hull	6,000	(1916).
Sault Ste. Marie and Steelton	25,000	
Ottawa, 1st year \$40,000	60,000	(2nd year).
St. Thomas	30,000	
Sandwich	5,000	
Walkerville, 1st year \$10,000	25,000	(2nd year).
*Windsor	60,000	
Kingston City	60,000	(1916).
Owen Sound	15,000	"
Collingwood, 3 mills tax	4,200	Estimated.
Belleville	30,000	(1916).
Chatham	24,000	(1915-16).
Brockville	25,000	(1916).
London, 2 mills tax	80,000	Estimated.
Stratford, 10 year debentures	50,000	
St. Mary's	4,200	
Pembroke	30,000	(1916).
Barrie	10,000	"
Sudbury—by sale of debentures	20,000	
Port Arthur	12,000	(1916).
Galt	4,800	
Hamilton	60,000	(1916).
Toronto	250,000	

*Civic by-law ratified by popular vote.

Public Employment Bureaus and Unemployment

B. M. STEWART, Department of Labour, Ottawa.

Unemployment has been a hard nut for public officials to crack. Not that it is uncrackable, the simple fact is that we have not tried. For public authorities in Canada the unemployment problem has been like the inevitable bomb in the movies which a member of the Black Hand maliciously leaves in a dark corner. The finder no sooner discovers it than he is anxious to get rid of it. He gives it to his neighbor who also wishes to dispose of it and passes it on to the next and so it is tossed, sizzling and smoking, back and forth. That is about the way public authorities have juggled with the unemployment problem in this country. The municipalities are not without blame. While their populations were growing because of the incoming tide of immigrant workers, and industry was absorbing them as fast as they came, the cities were quite content to reap the advantages and argue with one another as to which had the largest population. It is a matter of history that development goes in cycles and that the expansion of to-day is inevitably followed by the depression of to-morrow. But our cities took no thought for the morrow until it came and then they joined all the other authorities in the policy of passing on the unemployment problem to some one else.

It is evident that there are two factors in this problem: 1. The labor supply; that is, all the citizens who have to work for a living, which in this country includes the vast majority of us, considered collectively as so much labor force; 2. The volume of employment which our industries afford. It is obvious that if these two factors, the labor supply and the volume of employment, were perfectly adjusted to each other there would be no involuntary idleness, and the task before any community which sets out to deal with its unemployment is just this task of adjustment. The work is like that of fitting together the edges of two boards. It would be comparatively easy if they presented smooth edges to each other, but when the edges are notched the work of adjustment becomes a matter of cutting and fitting the notches. As a little girl said in describing a bread knife, it's "jaggedy," and that is the whole difficulty with the employment problem. The "jags" on the labor supply never come exactly opposite indentations of the same size in the volume of employment or they could be dovetailed very nicely. Unfortunately unemployment simply means that there is a supply of labor without any proportionate demand from employers.

Labour Exchanges.

This smoothing out of the ups and downs in labor and industry so that they will fit together, is a nice bit of social engineering which will take decades to accomplish and here we lay down our thesis that the piece of machinery most essential in this task is a well-unified system of labor exchanges. Labor exchanges or employment bureaus as we call them in America, were until a few years ago most highly organized in Germany, but the first legislation to establish a well co-ordinated and distinctly national system was the British Labor Exchanges Act of 1909. Great Britain set out to surpass Germany in this work of de-casualizing labor and industry and she has accomplished her aim.

In speaking on the subject in the British House of Commons at the time of the introduction of the Labor Exchanges bill, Mr. Churchill, who was then president of the Board of Trade, said:

"We may improve on the example of Germany. The German system of labor exchanges, although co-ordinated and encouraged by the State and by the Imperial Government, is nevertheless mainly municipal in its character. Starting here with a clear field and with the advantage of experience and of experiments in other lands, we may I think, begin at a higher level and on a larger scale than has been done in any country up to the present time."

The result has been the finest system of labor exchanges in the world. There are employment bureaus in Belgium, France, Germany, Switzerland, Holland, Denmark, Norway, Sweden, in different commonwealths of Australia, in New Zealand, and in the United States, but the United Kingdom has the only well-rounded unified national system.

Labor exchanges like those of Great Britain will do

much of themselves to minimize unemployment. The United Kingdom has some 400 of them grouped in eight zones with a clearing house in each zone and they find for British workers more than a million jobs a year. If the employer cannot find his man, or the worker his job at the local exchange, the clearing house is notified and it quite likely discovers that some other office in the district has a demand for workmen of the class in question. Indeed, if there is an unsatisfied demand for such workers at any of the 400 offices in the Kingdom the fact will be learned through the clearing houses and if necessary transportation to the position will be advanced as a loan. This fitting of men to jobs is a fascinating business. One of the recently established employment offices of New York State was asked a short time ago to find a man who spoke German and Spanish and knew the exporting end of the hide business. That would seem a poser. Yet the very next day the man required walked into the office. No wonder the superintendent shouted "Jumping Jehosphat!"

Single-handed, public employment offices will do much to alleviate the unemployment evil.

They will render unnecessary the ceaseless tramping in search of work. They will reduce the time loss between jobs and will make the large reserve of labor required by the present haphazard system quite unnecessary.

But to secure the largest measure of success a great entente should be built up with the labor exchange as the central power and together they should plan a co-ordinated attack on this problem. The powers in this entente should be: 1. Vocational guidance and technical education. 2. Regulation of private employment agencies. 3. Regularization of industry. 4. Systematic distribution of public employment. 5. Unemployment insurance.

The Labor Supply.

We shall now try to follow the relations between the labor exchange and these different allies in the work of driving unemployment out of industry.

How will they co-operate with the labor exchange to smooth out the supply of labor and the volume of employment so that they may be more accurately adjusted.

Let us first take them in relation to the labor supply. In our country there are two sources of labor, the children leaving the public school and the tide of immigration. The typical boy leaves the public school at the age of fourteen. He takes the first job that offers probably a blind-alley job as messenger boy or driver of a delivery waggon. At twenty he is little or no better equipped than when he began at fourteen and he commands only a casual laborer's wage.

If he loses his job he can expect only casual employment and he will be frequently out of work. He will acquire the habit of casual labor and after a time he will hesitate to accept steady employment even if it is available.

He is therefore an unsteady element in the labor market and he and the whole casual kind constitute one of the "jags" on the labor supply which we have to smooth out. A good labor exchange would have prevented the unemployment of this boy through its juvenile department experienced in the business of vocational guidance. It would have conferred with the boy's parents and teacher when he was about to leave school and would have directed him into the employment for which his natural gifts showed him to be best fitted.

Perhaps a boy wants to be a locomotive engineer. The exchange may have to tell him that it finds the demand for railway workers in the district is falling off; more powerful locomotives are being introduced and as they are hauling longer trains fewer train-crews are required. The efficient labor exchange will keep the boy from entering a declining trade and after placing him it will follow him up, making sure that he receives technical education at the night school, so that when employment fails in one line he may have the knowledge to undertake an allied trade and so triumph in some degree over the vicissitudes of industry.

By so doing the labor exchange is reducing the future unemployment problem. It is paring down one of the irregularities of the labor supply so that it can be more readily adjusted to industry.

PUBLIC EMPLOYMENT—(Continued).

When the immigrant lands here at Montreal he is left at the mercy of the private employment agent, as it is difficult for large numbers of immigrants to secure agricultural employment through the immigration officers because they do not speak English or French and the majority of our farmers will not employ them. After he has collected his fee the employment agent sends the newcomer to employment at a distance under a foreman who may dismiss him as soon as possible.

It is on record in this country that employment agents sometimes "split fees" with foremen and the foreman dismisses the workman at the first opportunity so that a new man may be taken in his place and a new fee collected. This excessive hiring and firing constitutes another irregularity in the labor supply due to the fact that we have left the distribution of labor in the hands of the private employment agent whose interest is directly opposed to workers having steady jobs. The more frequently they are out of work the more money he will secure from them.

By the establishment of the labor exchange the immigrant would no longer be at the mercy of the employment agent; moreover, regulation of private employment agencies should be placed in the hands of the labor exchange officials for it takes an employment agent to catch an employment agent. They will either make of him a purveyor of steady jobs or force him out of business.

In the ranks of the labor force of Canada there are a number of individuals who are below the standard. There is a handicapped group which constitutes a very irregular element.

The normal man of to-day may be a victim of an industrial accident to-morrow which will consign him to the handicapped group. Other workers are returning with poor broken bodies from The Great War.

Here is work for the labor exchange. It will bring hope to these workers by reserving out of the volume of employment a section which they can perform.

Not long ago I noticed on a street in New York a cripple who was painting hydrants. He went from hydrant to hydrant in a wheeled chair and performed the work apparently as efficiently as a normal worker. Some time later in Ottawa I saw an able-bodied man performing the same work, while cripples who could undertake such employment were begging on the streets.

This is an example of how the labor exchange may regularize to some degree even the physically handicapped element in the labor supply and insure them against unemployment.

Unfortunately there is another element in the labor market which is semi-criminal—the vagrants and drunkards who constitute an additional burden of irregularity. There is also the mentally deprent class. Our public and philanthropic employment bureaus send these people to employers who, of course, find them altogether unreliable, dismiss them and label the employment bureau as inefficient for sending them.

The labor exchange by refusing to direct these abnormal workers to employers will squeeze them out of the labor market and turn them over to the State for such specialized curative and preventive treatment.

And now let us examine the ups and downs in the volume of employment.

Humanity is fickle and so styles change. To some degree society is progressive and therefore is constantly adopting newly-invented machines and processes.

Owing to a change in style the willow plume has gone from the ladies' hats and with it has gone the employment of thousands of girls who tied its tiny sprays together.

Manufacturers have to wait for the styles to appear before the orders come in and so there is a slack season.

But the manufacturer loses because of slack seasons. Trained employees are scattered and when the rush comes he has to take on a force of unskilled workers. He can do much to keep his force together in the dull periods by giving special reductions on orders placed months in advance by making to stock in the slack times, by developing supplementary lines and by effecting close articulation between the selling and manufacturing departments.

The public employment bureau can do much to encourage the manufacturer to regularize his employment in this way. In the United Kingdom the labor exchanges, which have the administration of the unemployment insurance scheme, refund to the employer one-third of his unemployment insurance contributions for each worker retained in his employ forty-five weeks in the year. Here

is a financial inducement for the manufacturers to afford steady employment. The refund as yet is small, but the principle is capable of considerable extension.

Some employments are of a decidedly casual nature in themselves. Take 'longshore work for example—the handling of freight for vessels in harbor. It is obvious that employment thus afforded depends on the number of ships in harbor. The British Labor Exchanges have, however, done much to make dock labor a regular employment. By what is known as the Liverpool Dock Scheme, one reserve of dock workers is maintained for all the ship companies instead of the old method by which each company sought to attract enough men each day to meet the need on the busiest days. Obviously by the new system fewer men are employed, but they work more regularly.

But there are other and more formidable irregularities in employment. Everyone knows that business is cyclical; booms alternate with depressions and in addition to these larger risings and fallings of the tide there are smaller waves caused by the appearance of two or three lean years in every decade.

In Canada we have just completed a full trade cycle. If you take the value of building permits in our cities, you will see that it has steadily increased from 1900 until the depression began in 1913 with some slackening in the two lean years, 1903 and 1909. Workers in the building trades have been compelled to adapt themselves to these variations in the amount of employment afforded. But in addition to these cyclical fluctuations there are seasonal variations; because of our climate we do comparatively little building in winter and large numbers of building tradesmen find themselves out of employment annually in the winter season. A well-organized system of labor exchanges could do much to overcome these seasonal fluctuations. During the winter it could assist such workers as building laborers and 'longshoremen to take up logging and ice-harvesting and to secure some of the less skilled work in factories, which are busiest at that season, such as shoe and textile factories. The London labor exchanges have dovetailed employment in ready-made tailoring which is busiest in spring and fall with hand ironing in laundries which is heaviest during summer. Civic officials can also help to overcome seasonal fluctuations by reserving a share of municipal employment for the fall and winter even if this should mean the performance of the work at a greater cost. There are hundreds of cities in Europe which follow the plan of withholding their employment until the slack season.

In any plans for the systematic distribution of public employment the labor exchange will be invaluable. It will know by its statistics of the supply of labor and the employer's demands just when the crest of expansion has been reached. It can authoritatively advise public bodies as to when they should be lavish with employment and when they should withhold it. Even with the best of intentions the articulation of public with private employment will be very crudely accomplished if there is no labor exchange to furnish data upon which to direct such action.

The duty of establishing a system of labour exchanges falls in the first place upon the provinces and municipalities. They know the local industries and their requirements as the central Government cannot.

This has been the course of the movement everywhere else. The only distinctly national system of labor exchanges is that of Great Britain and there, of course, they are not afflicted with the federal system.

In Canada, we have first to establish the provincial and municipal offices. Quebec is the only province that has made any serious effort on this line, but it is gratifying that the Ontario Government acting on the recommendations of the Ontario Commission on Unemployment is likely to establish an efficient provincial system of employment offices. Why cannot the larger cities of each province unite with the provincial governments to establish labor exchanges and having shown this evidence of sincerity they might then ask the federal government to federate them into a national system. It is highly desirable that there should be uniform methods and statistics, and, in closing, therefore, I should like to make a suggestion—that the Union of Canadian Municipalities should approach the Civic Improvement League of Canada with a view to the appointment of a joint committee which might endeavor to bring about in all the provinces uniform programmes on these matters along the lines recommended by the Ontario Commission on Unemployment and looking ultimately to the establishment of a national system of labor exchanges.

Proportional Representation

HOWARD S. ROSS, K.C., for Canada, Sec.: American Proportional Representation League.

This "discovery in in the political art inspired me," declares John Stuart Mill, "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."

We seem to take it for granted that we have representative government in the sense which Burke had in mind when he said, "The virtue, the spirit, the essence of the House of Commons, consists in its being the express image of the nation." Many are now inclined to the view that this is another of the many popular fallacies.

Without violating the principle that the majority should rule—or should we say govern—it should be possible to give better representation to minorities.

At present if two thousand voters in one of our counties vote for Jones, a Liberal, and two thousand and one vote for Smith, a Conservative, the Liberals will not be represented and might as well have stayed away from the polls. If there were a dozen counties say in Prince Edward Island and the same thing were to occur in each county, twelve Conservatives would be elected by twenty-four thousand and twelve voters whilst twenty-four thousand and Liberal voters would have sent no one to the Legislature.

Under the system now as proportional representation six Liberals and six Conservatives would be sent and every voter would be represented. The following are examples of the unfairness of the present system.

Federal Election, 1904, Nova Scotia.

Party.	Votes.	Seats.
Conservative	46,131	0
Liberal	56,526	13

Federal Election, 1911, British Columbia.

Conservative	25,622	7
Liberal	16,350	0

Federal Election, 1896.

Conservative	416,640	88
Liberal	405,506	113
Independent Parties	70,900	7

Manitoba Provincial Election, 1914.

Party.	Votes.	Seats.
Conservative	71,616	23
Liberal	74,992	21
Independent Parties	7,949	0

Federal Election, 1908.

Party.	Votes Polled.	Seats actually Obtained.	Seats in Proportion to votes.
Liberal	594,270	135	114
Conservative	552,134	86	107
Majority		49	7

Federal Election 1911.

Conservative	669,594	134	115
Liberal	625,103	87	106
Majority		47	9

In Quebec Province all of the Conservatives in 25 single seat constituencies and all the Liberals in three other counties are unrepresented in the legislature, 22 Liberals and three Conservatives having been elected by acclamation.

In British Columbia the 1912 provincial elections resulted in the return of 40 Conservatives, two Socialists and no Liberal representative although 370 of the electorate voted for the Liberal party. Under proportional representation the government would probably have had 28 instead of 40 representatives, and the opposition made up of 14 members.

In Toronto 45,000 voters elect eight representatives of one political party, while 24,000 failed to elect a single representative.

The City of Winnipeg is an instance of monopoly of representation to Liberals and Labour. There are six electoral districts, each returning one member. There are Centre A and B; North A and B, and South A and B. A heavy Conservative vote failed to secure any representation. Under proportional representation the six members would be elected at large and each party assured of representa-

tion in proportion to the votes cast and prevent see-sawing from one party extreme to another.

At our last Federal election, 237,000 Liberal votes were cast in Ontario, yet only thirteen Liberals were elected. The present system has the following objectionable features:

1.—Majorities and minorities in the House of Commons Provincial Parliaments are not in proportion to voting strength in the country.

2.—The minority in each constituency is disfranchised.

3.—Large Minorities all over the country have no representation.

4.—In many districts of the country political life is dead, because one or other party has no chance of electing a representative.

5.—A majority of the electorate has no security. A minority of the whole body of electors may secure a majority of seats. This happens where one party is concentrated mainly in one part of the country, and its opponents are more widely and evenly spread so as to have small majorities in many places, though actually a minority of the whole electorate.

".....every fool knows that a man represents, Not the fellers that sent him, but them on the fence."
(J. Russell Lowell).

6.—A light turnover of votes has a quite disproportionate effect. This encourages political corruption of all kinds.

7.—A small displacement of the boundary of a constituency may alter the political representation. Governor Gerry of Massachusetts, by his re-distribution bill won 29 seats for his party while his opponents received eleven he at that time being hopelessly in the minority throughout the States. As a result of shifting the boundaries of the different voting districts so as to have the voters it was suggested by someone that a sketch showing the electoral districts looked like the figure of a salamander when someone else suggested that it looked like a gerrymander. Hence the expression.

8.—The choice of the elector is limited as a rule to only two candidates and so his right to be represented by a man of his own opinions is destroyed.

9.—Party machinery is given a mischievous hold over politics. The party managers can usually secure the exclusion of any member who has shown too much independence, by running a third candidate against him.

10.—The House of Commons is not open to men of new ideas in advance to current opinions.

11.—The country is deprived of the service of many able men of high character who are too independent to bind themselves to the acceptance of the whole programme of any political party.

12.—Some of the best men in politics may be defeated at the outset of their careers by much inferior opponents through a comparatively small turnover of votes, owing to some temporary cause.

13.—Legislation is rendered unstable—too rapid advance is followed by too violent reaction.

The working out of the plan would call for a new division of the Dominion into districts, a new method of voting and a new method of counting the votes. Each district would elect several members. In small provinces there might be only a few districts.

Illustrative Election.

Following is an illustrative election there being nine candidates of whom five are to be elected each elector having one transferrable vote as proposed by Thomas Hare in 1857.

Ballot Paper.

Names of Candidates:

- ASQUITH, The Rt. Hon. H. H.
- BANBURY, Sir Frederick.
- CECIL, Lord Robert.
- CHAMBERLAIN, The Rt. Hon. J. Austen.
- GEORGE, The Rt. Hon. D. Lloyd.
- HARCOURT, The Rt. Hon. Lewis.
- LAW, The Rt. Hon. A. Bonar.
- MACDONALD, J. Ramsay.
- SNOWDEN, Philip.

PROPORTIONAL REPRESENTATION—Continued.

Instructions to Voters.

Vote by placing the figure 1 opposite the name of the candidate you like best.

You are also invited to place

The figure 2 opposite the name of your second choice. The figure 3 opposite the name of your third choice, and so on, numbering as many candidates as you please in the order of your preference.

Note.—The paper will be valid if only the figure 1 is marked but voters are advised to number in the order of their preference the names of all candidates whom they would advise to be selected. The paper will be spoiled if the figure 1 is placed opposite the name of more than one candidate.

Explanation of Election Result.

1st count.—The returning officer sorts the ballot papers according to the names marked with the figure 1 and credits each candidate with one vote in respect of each ballot on which his name is marked.

Ascertainment of Quota.—The returning officer then ascertains the quota, i.e., the minimum number of votes which for a certainty will secure the election of a candidate. This minimum is in this election 20 and is found by dividing 115 (the number of the votes polled) by 6 (one more than the number of seats) and by adding one to the result of the division. The division of 115 by 6 yields 19 and the quota is 19×1 , i.e. 20. In a total poll of 115, six candidates can obtain as many as 19 votes but only five can obtain as many as twenty. There are five members to be elected, and therefore any candidate who obtains 20 votes must for a certainty be elected.

At first sight it would seem that the quota would be found by dividing the number of votes by the number of seats. But a smaller proportion is sufficient. In a single-member constituency a candidate has no need to poll all the votes; if he polls more than half he is elected. The quota in this case is, therefore, one more than a half. In a two-member constituency the quota is one more than a third; in a three-member constituency one more than a fourth and so on. This rule for ascertaining the quota was first suggested by Mr. H. R. Droop in a paper read before the Statistical Society in 1881.

Election of Mr. Bonar Law.—The returning officer then declares elected every candidate who at first count obtains a quota or more of votes. Mr. Bonar Law has 50 votes and is declared elected.

Second count transfer of Mr. Bonar Law's surplus.—Mr. Law has received 30 votes in excess of the quota, and these excess votes are transferred in such a way as to give effect to the wishes of those who voted for him. To ascertain these wishes, all Mr. Law's 50 papers are re-examined and sorted according to the names marked with the figure 2. The sorting resulted as follows:

Banbury.....	10
Cecil.....	15
Chamberlain.....	25

— 50 ballots.

Mr. Law can spare 30 out of his 50 votes, i.e., three-fifths. Therefore he can spare to Sir F. Banbury three-fifths of the 10 on which the latter is second preference, i.e. 6. Similarly he can spare to Lord Robert Cecil three-fifths of the 15 votes on which he is second preference, i.e. 9. And lastly he can spare to Mr. Chamberlain three-fifths of 25 votes on which he is second preference, i.e. 15. Six, nine, fifteen, votes are accordingly transferred to Sir F. Banbury, to Lord Robert Cecil and to Mr. Chamberlain respectively as their proper share in Mr. Law's surplus.

Election of Mr. Chamberlain.—As a result of the transfer of Mr. Law's surplus Mr. Chamberlain attains the quota. He is accordingly declared elected.

Third count transfer of Mr. Harcourt's votes.—After all surplus votes have been transferred the returning officer declares defeated the candidate who is at the bottom of the poll, in this case Mr. Harcourt. The votes recorded for Mr. Harcourt are not wasted. His ballot paper are re-examined and the votes transferred to the candidates named thereon, as the next choice of those who voted for Mr. Harcourt.

Fourth count transfer of Mr. Snowden's votes.—Mr. Snowden is now at the bottom of the poll. His papers

when re-examined show that his supporters have indicated Mr. Macdonald as their next choice and the votes are accordingly transferred to Mr. Macdonald, who, having now attained the quota, is declared elected.

Fifth count transfer of Mr. Lloyd George's votes.—Mr. Lloyd George is now at the bottom of the poll and his papers when re-examined disclosed a next choice for Mr. Asquith to whom the votes are accordingly transferred. Mr. Asquith's total is now 25, which is more than the quota and he is declared elected. There now remains but one seat to be filled. It will be seen that even if all Mr. Asquith's surplus votes (5) fall to Banbury his total would only be 16. As this total is less than Cecil's (19) Cecil is declared elected to fill the last seat.

Result.—Each party obtains representation in proportion to its strength and secures as representatives those candidates whom it most prefers.

It does not appeal to any one party as a party measure; for it aims to do justice to all parties and shades of opinion. In many countries (Switzerland, Belgium, Sweden, South Africa, Wurtemberg, Tasmania, and elsewhere), where it is in operation it has made legislation more stable and more acceptable to the mass of the voters and it has softened racial, religious, party and other sectional differences.

Proportional Representation has been promised for France after the war. It had passed the Chamber of Deputies and reached the Senate when war came. President Poincare and Premier Briand and the political leaders generally favor it.

The Australians refer to it as Effective Voting. It has recently been incorporated in the city charter of Greater Sydney.

It is used successfully in South Africa where there is bi-lingualism and in Johannesburg, where the ballot is in Yiddish, English and Dutch.

The minorities in each of our provinces are grossly unrepresented in the Provincial Legislatures and in the Dominion Parliament. Is it not reasonable to expect that with proper representation of the minorities in both provinces the Ontario school question would as suggested by Mr. Humphreys in his addresses in Canada and the United States, have a much greater chance of being discussed upon its merits. In this Convention it is interesting to note that Henri Bourassa recently stated: "I am an old believer in proportional representation. I do not expect that it would cure all the evils of parliamentarianism and electioneering but it would certainly be a marked improvement on our present crude and unfair system of representation." Mr. Humphrey in his book "Proportional Representation" says: "The need for proportional representation was particularly felt in the canton of Geneva, where religious differences often form the dividing line between two parties. . . . With the scrutin de liste (the former method of election) the minority in each constituency was completely crushed. The Protestants of the right bank were deprived of all representation; the Catholics of the town obtained a few deputies as an act of grace on the part of the majority. 1872 when the affairs of the Catholic church were being discussed, the Radicals and Independents succeeded in excluding from the Council all who were most directly affected by the question of the day. The proportional system was introduced in 1892, and as the election of members of the Federal Council was still conducted according to the old system the working of the two methods could be readily compared. "The elections for the cantonal councils in November, 1892," wrote M. Naville, "were keenly fought, but calm; no recriminations followed and political life pursued a normal course. . . . On the other hand, the Federal elections in October, 1893, were riotous, blows being exchanged. Exclusive majority representation artificially creates disturbances. . . . Proportional representation introduces a pacifying element into all political struggles."

The balance of Mr. Ross's Address will be Published in the November Issue.

Owing to the lateness of the hour it was decided that the discussion take place at a later session and the meeting closed with a vote of thanks to the speakers.

Daylight Saving

TUESDAY MORNING.

Third Session.

Chairman Mayor Church.—The first business on Tuesday morning had to do with the reception and passing of resolutions. There was a long discussion on a proposal that all debts contracted by taxation of the various Municipalities by the Provincial Treasurer for patriotic purposes, should be taken of and refunded by the Federal Government, but the proposal was lost on division. Some discussion also took place on the resolution asking that no invidious distinction should be made between officers and men of the purely citizen army sent by Canada across the seas, in regard to pensions, but that privates be granted equal pensions with officers, but an amendment to lay the resolution on the table as being beyond the scope of the Union was carried by a vote of 12 to 9.

President Church, then introduced the question of Daylight Saving, saying: "A large number of municipalities last summer passed by-laws regarding this important matter of daylight saving. It is a universal law in England, in France, in Italy, and I believe Germany has adopted it also. Canada is admirably situated to have this important device introduced and placed on the Statute Book, but it can only be carried out by a uniform Dominion law. Otherwise it is impracticable. Some municipalities such as Hamilton and London and other places have abandoned it because they found that Federal institutions, railways, post-offices, Customs Houses, and other public offices for which there is no regulation in municipalities, failed to get into line. As to the merits of the principle of daylight saving, I think there is no doubt, but it can only be worked out satisfactorily by Dominion law. The matter was considered by the Federal Government last session and the answer of the Prime Minister was that he would allow the municipalities to try the matter out for themselves. I believe a number of municipalities will submit a by-law at Christmas. No good object will be served by that. But I think that memorials to the Dominion and then reversed it. It is hard to see why we should call Government giving the expression of opinions to the effect that a uniform law for Canada would be in the public interest, would be the best way to bring this about."

Mayor Cater of Brandon.—"There is a difference of opinion about daylight savings being a good thing. It was tried in many municipalities of the West, but they have reversed it. We tried it in Brandon for six weeks, and we found it detrimental to the general work of the city, 11 o'clock noon, because 12 o'clock is solar time and no regulation affects that fact. Our city is now 40 minutes ahead of solar time, because we follow the C. P. R. time. If we were to put the clock ahead another hour, we would be one hour and forty minutes ahead of solar time. In fact, we would have noon a long time before noon, and our people do not approve of it. Many citizens who have tried it for a few weeks have turned it down because of these reasons. The City Council tried it three years ago, and they have never taken it up since. If it is such a good thing why have they not taken it up again?"

Mayor Hardie of Lethbridge.—"I am fully persuaded that so far as the West is concerned it is not a good thing. Sometimes we have 18 hours of daylight there. How are you going to save daylight in a country like that? I have watched closely the trend of affairs in Great Britain, and I am willing to stake my existence that it will be discontinued there. There is a great deal of dissatisfaction among the British farmers about the law. Three or four old country papers state that the sentiment there is not strongly in favour of daylight saving. I do not believe it is a good thing for Canada and I do not think that this organization should petition the Government to pass such a law."

Controller Nelson of Ottawa.—"I know I burned my fingers in Ottawa on the same matter. We thought it a very good thing. We made a census of the working man on the streets to find out what he thought about it, and

I can say that 90 per cent. of them were dead against it. I think it is a good thing to leave alone."

Deputy Minister Bayne of Saskatchewan.—"I wish to mention that the public sentiment in Saskatchewan was sufficiently strong in favour of daylight saving measures to lead the Government to pass legislation allowing our cities and towns at their option to pass daylight saving by-laws. In the City of Regina it was adopted for the first time in 1915. It was popular as is proved by the fact that it was continued in the year 1916. Speaking as a citizen of Regina, I can say that we regard it as a good measure. There was a little confusion resulting from the Railways not changing their time to correspond with the local time, but it has come to be that each ratepayer of Regina prefers to have daylight saving measure enforced from year to year. In other cities of Saskatchewan the same sentiment does not exist. Moose Jaw adopted it once but abandoned it later on. On the other hand we have several villages and smaller towns in Saskatchewan which desire power to pass daylight saving. At a time when we want to conserve natural resources in every possible way, it is not unnatural that we should wish to conserve the sunlight which has been given us. It saves electric light bills. It enables the man with a small garden to work an hour later, while those who wish to take exercise get an hour additional to enjoy themselves. Therefore daylight saving proposals seem to me good."

Mayor McIlvenna of North Bay.—"I am of the same opinion as the President with regard to this law. Take the working man who quits work at 6 o'clock, and has supper and a smoke. It is almost dark before he can go out to have any enjoyment in this life at all. While it might not be a good plan for rural municipalities, it would be a splendid thing for industrial and urban municipalities such as that of which he is the chief citizen. We have listened to very exhaustive papers of which the great animating principle is economy with efficiency. What we want is to get the best out of life with the least expenditure, and I believe after we use the Daylight Act as provided for we would find it to be a progressive step in the right direction. It permits the working man to live more economically and to enjoy life better. He can go to his home after work, and spend the balance of the evening there before he retires without using artificial light at all. The whole trouble is that you must have the thing Federal or Dominion-wide in order that railways steamboats and other means of transportation shall all be governed by the same time. If that is not accomplished, we would have odds and ends of hours. Imagine going into Hamilton from Toronto, leaving Toronto at 10 o'clock and arriving at Hamilton at 10 o'clock. It is necessary that we should do as suggested, that it should be made Federal, so that this town should have it and that town should have it. It would be a very easy matter with a Federal law to avoid all kinds of confusion. I believe that the time has arrived for us to take this progressive step. We should memorialize the Dominion Government. Speaking of Brandon, we have Eastern time, standard time, central time, and mountain time. There are four times as we cross the Dominion of Canada, of course, that would prevail hereafter just as now—four hours difference from coast to coast."

Mayor Young of Saskatoon.—"The scheme was adopted in Saskatoon about three years ago by the Council. We had it in effect for some weeks. The result was decisive and it will never be revived in our city."

President.—"It might be better if it was universal in its application."

Mayor Young.—"The effect on the child is absolutely detrimental. Hundreds of mothers have told me, and on that account a change was made reversing the process. It does not work out in practice. The industrial men are opposed to it, the railway men are opposed to it, they all say that it would be detrimental to their interests. With Mayor Hardy of Lethbridge, I believe that God gave us eighteen hours of daylight in the West, and I think that that is enough. We are opposed to memorializing anybody."

The motion to memorialize the Dominion Government was then put, and lost on division.

The Benefits of Good Roads

By J. DUCHASTEL.

President of the DOMINION GOOD ROADS ASSOCIATION



No community has ever regretted the improvement to its roadways. I believe that I will not find anybody here to contradict this statement. It may be that in some cases, roadway improvements have cost the community more money than they should, or that they have not been of a sufficiently permanent nature to meet local conditions, but these are mere accidents which have nothing whatever to do with the benefits generally derived from improvements to roadways.

In a country like Canada, there is no form of natural development of greater benefit to the people at large than road improvement, and the reason for this is very simple. The public road or highway is of all forms of intercommunication, the only free one, and also the most universally used. It is therefore, very important that this question of road improvement should be one of the principal problems before the mind of the leading citizens of any community.

The benefits derived from good roads may be grouped under headings, viz:

BENEFITS OF AN ECONOMIC ORDER

and

BENEFITS OF A SOCIAL ORDER.

It is very hard indeed to single out the benefits derived by one class of the community without treating of the advantages common to all. The advantages gained by the farmer are bound to have a favorable influence upon the city dweller, and vice versa. The people have got on very well for centuries without the merchant, the manufacturer, or the professional man, and very likely could manage without them again. But what about the farmer? What about the man who raises the crop we require to keep starvation away from our doors. We all know that we cannot do without this man, and we feel that by making him happy and prosperous, we are doing our own selves a great favor. I will therefore, with your permission, diverge from the title which has been assigned to me, and treat upon the benefits derived from good roads generally.

The majority of the people in any locality are in favor of road improvements; nevertheless there is always a certain element, more or less important, depending upon the less or more degree of intelligence—or possibly foresightedness and progressiveness of the locality—that worry a great deal more about the burdens that accompany road improvements than about the results obtained through them. It should be our object, as it is the object of the Dominion Good Roads Association, which I have the honor to represent here today, to reach this timid element and show them that, while these burdens may be large, if properly distributed over a series of years, and if the proper type of road improvement has been selected, they will be comparatively small for each individual to carry, and moreover, that the direct saving due to these improvements will, in a short period of years, pay for the capital and interest invested therein. There are a few axioms in connection with road improvement, which need no other comment, and which I would like simply to enumerate to you right here.

Road improvement is fundamentally an economic advantage.

Poor road surfaces are an economic waste.

Good roads are the primary cause of the increase of property values.

Paved streets are necessary assets to draw residents and business to a Municipality.

Good roads considerably reduce the cost of haulage.

Good roads bring the producer closer to the consumer, and the result is decrease in the cost of living.

Good roads permit the farmer to bring into Town fresher and more wholesome foodstuffs the whole year around.

Good roads tend in a large measure to keep the people on the farms.

Good roads attract the tourist trade, which is becoming more important every year.

Clean and dustless streets are a sure preventative of disease.

Now the problem before us is to determine the best ways of deriving these benefits.

Let us review the different methods of improving roadways, which are generally classified in the following manner:

BETTERMENT OF THE ROAD SURFACE.

REDUCTION OF GRADES.

SHORTENING OF THE ROAD ITSELF.

It is hardly necessary for me to insist upon the benefits derived from the betterment of road surface. You all have noticed in your own town, the favorable influence on business and the increase on real estate values such improvements bring with them. Allow me simply to point out the influence road surfaces have on haulage in general. I may quote in this connection, some of the experiments made by the United States Department of Agriculture in connection with loads a horse can draw in an ordinary waggon over level roads of different kinds and in different states of repair:

On a muddy earth, road, the maximum load is 800 lbs.

On a smooth dry earth road, from 1,000 to 2,000 lbs.

On a gravel road in poor condition, from 1,000 to 1,500 lbs.

On a gravel road in good condition, up to 3,300 lbs.

On a macadam road, from 2,000 to 5,000 lbs.

On a brick or concrete road, from 5,000 to 8,000 lbs.

These figures, I consider are very eloquent. They certainly speak for themselves. They show conclusively that a horse travelling at the same speed, will haul on a macadam road, without any greater effort, from three to five times the load he will haul on a muddy road; and that on a brick road in good condition, and on any other smooth pavement, about twice the load he would on a macadam road.

It is established that the cost of hauling one ton one mile is fifteen cents more in America than in Europe, independently of the difference of wage; that may exist between the two worlds. The average haul for farm products is about nine miles. Now, according to these figures, which are conservative, the farmers of this country would save from \$4,500,000 to \$5,000,000 a year if we had a system of roadways equal to those in Western Europe. Do you realize how far half this sum would go to pay interest and sinking fund charges in connection with road construction and improvement in this country?

People are generally very quick to protest against any increase in freight rates charged by railways, and generally always find them high, but they always fail to grasp the importance of the saving they can make by having good roads. In the past eighty years, freight rates have been decreased nearly ninety per cent, but taken as a whole, the reduction on cost of highway transportation has been nil.

The question of grades is also a very important economic one. It is quite true that in cities, towns and villages, it is practically impossible in most cases to modify any bad grades, on account of the damages that might be caused to the bordering property-holders and the heavy costs they are sure to claim through the Courts; but in town planning or in the opening of new city districts, the question of grades should be looked into very carefully and settled according to well established engineering rules.

It has been established that a horse of say twelve hundred pounds will, by exerting a force equal to one-tenth of his weight, draw a load of two thousand pounds on a level road; on the same road but on a five per cent. grade, with the same force against his collar, he will draw one

thousand pounds, and on a seven per cent grade, only seven hundred and fifty pounds. What is true in connection with the horse-drawn traffic, is equally true, and probably more so, in the case of the mechanical-drawn traffic.

Another important feature of this question of grades, is the fact that steep grades are more detrimental to haulage on improved roads than on unimproved ones, and this is due to the fact that the tractive resistance on improved roads being low, the grade effect will be proportionately greater in the first case than in the second.

Steep grades are slippery and dangerous in cold weather, hard to maintain, and their surfaces are easily washed away in stormy weather.

Steep grades generally come about in urban municipalities on account of the desire of land speculators to lay out their roads and streets along lines parallel to straight boundary lines, trying in this manner to get out of the subdivision every available square foot of land. We have some very sad examples of these poorly laid out streets in some of the most beautiful districts on the Island of Montreal, and unfortunately, this state of affairs cannot be remedied, on account of the huge sums it would require. What is more pleasing than curved roadways, ascending slopes of a gentle grade. One sees fine examples of what I mean in the Rosedale District of Toronto, along West Crescent Heights in Westmount, or Cote St. Catherine road in Outremont.

There should be a law in this Province establishing the maximum grade of roadways and streets, as there is a law fixing the width of streets.

Finally, the question of relocation of a roadway to shorten its length, or avoid sharp turns or steep grades is also an important economic problem. As a rule this can only be accomplished in newly developed districts on account of the heavy expense entailed. There are cases where straight roads passing over hilly districts have been

relocated clear around the hills without little or any additional length, owing to the fact that the length of the vertical curve passing over the hills was just about the same as the length of the horizontal curve of the new located road.

Motor traffic is bound to make use of good roads, and one of the important benefits derived by the community at large, is the wealth distributed by the motor car tourists. We are not getting our share of this traffic in this Province, but we can easily see that since our Local Government has started to improve our roads, in an extensive way, foreign auto traffic, has been rapidly increasing every year, and the increase is between twenty-five to fifty per cent. for one year over the preceding one. It is figured that each tourist will spend at least ten dollars a day. It is easy therefore to figure the advantage derived from this traffic. It is estimated that before the war, France derived \$25,000,000 yearly from automobile tourists.

In conclusion, allow me to enumerate a few of the Social advantages derived from good roads.

In the first place, they will tend to retain the young people on the farm, which means a great deal from more than one point of view. They will facilitate social and religious intercourse throughout the rural district. They will permit universal free mail delivery. They will fill up the schools, in bad weather as well as good weather. They will improve the esthetic taste of the farmer; and this point is unquestionably true, as it has been well observed that, as soon as good roads have been in existence through any district, the bordering properties have been beautified by their occupants from year to year, and people in a general way have become happier and more content.

Can all these fine things take place without producing a corresponding amount of happiness and prosperity on the urban municipality? I do not believe so.

The Model City Charter of the National Municipal League

CLINTON ROGERS WOODRUFF.

Mr. Clinton Rogers Woodruff, Secretary of the National Municipal League of the United States, being introduced by the President and heartily welcomed, said: "It is with unusual emotion that I come to discuss with you these questions of mutual interest to us on both sides of the line. I say that because of the deep sympathy which the great bulk of us in the United States, feel for those who are fighting the great battle of liberty and democracy. I venture to say that out of this conflict, as out of every other conflict which has been visited upon mankind, there will come a new and greater and finer civilization than any, even the most advanced of us, may have dreamed of. I venture to think that these questions will be settled not only for our time but for all time, because this is a world struggle, the true significance of which we have not yet seen. We are too intimately associated with it. We who live on the other side are closely identified in many ways with it, some by relationship, and practically all of us by sympathy and sentiment. When the time of final settlement and adjustment comes, there will be a greater place than ever before for the work of the Union Canadian Municipalities. Your discussions show that you appreciate the true, the great, the wonderful opportunity, that will be presented to you at that time. It is a source of big satisfaction to hear the words, 'preparedness' in a meeting of this kind. When the war is ended, I believe the International Municipal League, founded in connection with this Union, will have a great opportunity before it to bring together not only all the English-speaking municipalities, to raise the standard of life in English-speaking countries, but that new leagues will be included in it so that there will be a world wide effort to make life well worth living in every city where men and women gather together for mutual co-operation and common welfare. As a part of this movement for preparedness we must look to it that the machinery of our Governments will be put into the very best possible condition, and it is because I feel that so strongly that I gladly, almost eagerly, accepted the invitation of your secretary, to prepare a paper on the new model charter of the National Municipal League as worked out during the last few years by its committee of Municipal Progress. This Committee is headed by Hon.

Wm. Dudley Foulke, of Indiana, chairman of the Civil Service Commission formed by ex-President Roosevelt. It has also upon it President Lowell of Harvard University, one of the most prominent citizens of the United States, and many other men well known for their real and substantial services to civilization.

MODEL CITY CHARTER.

Quite appropriately this Model Charter was adopted by the National Municipal League at its 21st annual meeting, held in Dayton, Ohio, in November, 1915. For Dayton, while not the home of the city manager idea, was the first city of considerable size to apply it fairly and definitely.

The core of this model charter is to make the government of our cities by experts feasible and possible. There is a general recognition of the importance of city government in the present era, and of its complications and technical character. Our charters, however, are not fitted to treat it as a technical and expert matter.

Very briefly the Model City Charter embodies the short ballot principle, long familiar to Canadians, and non-partisanship in municipal affairs, equally familiar to them, and advanced civil service ideas. It represents simplicity of construction, and concentration of power, responsibility; the elimination of ward politics and log rolling and a sound franchise policy.

This model is assumed to be a home rule charter based upon some such provisions for constitutional municipal home rule as those recommended by the committee on municipal programme, which drafted the charter. When this or a similar charter is made available for cities by statute it is desirable that a comprehensive grant of powers be included in the act itself. Otherwise cities securing such a charter will have only the powers enumerated in the general law of the state and be subject to all the restrictions and inconveniences arising from that method of granting powers. It is suggested, therefore, that the following grant of powers be included in any such special statutory charter or optional charter law. The changes of language necessary to adapt it to a special statutory charter readily suggest themselves;

MODEL CITY CHARTER—(Continued.)

Section —. Cities organized under this act shall have and are hereby granted authority to exercise all powers relating to their municipal affairs; and no enumeration of powers in any law shall be deemed to restrict the general grant of authority hereby conferred.

The following shall be deemed to be a part of the powers conferred upon cities by this section:

(a) To levy, assess and collect taxes and to borrow money within the limits prescribed by general law; and to levy and collect special assessments for benefits conferred.

(b) To furnish all local public services; to purchase, hire, construct, own, maintain and operate or lease local public utilities; to acquire, by condemnation or otherwise, within or without the corporate limits, property necessary for any such purpose, subject to restrictions imposed by general law for the protection of other communities; and to grant local public utility franchises and regulate the exercise thereof.

(c) To make local public improvements and to acquire, by condemnation or otherwise, property within its corporate limits necessary for such improvement, and to sell to acquire an excess over that needed for any such improvement, and to sell or lease such excess property with restrictions, in order to protect and preserve the improvement.

(d) To issue and sell bonds on the security of any such excess property, or of any public utility owned by the city, or of the revenues thereof, or of both, including in the case of a public utility, if deemed desirable by the city, a franchise stating the terms upon which, in case of foreclosure, the purchaser may operate such utility.

(e) To organize and administer public schools and libraries, subject to the general laws establishing a standard of education for the state.

(f) To adopt and enforce within their limits local police, sanitary and other similar regulations not in conflict with general laws.

Except as otherwise provided in this act the council shall have authority to determine by whom and in what manner the powers granted by this section shall be exercised.

It will be seen from this that the city is given all the essential powers to conduct its business, without having constantly to resort to the state (or provincial) legislature for permission so to do.

How and by whom is this broad grant of power to be exercised? And what control if any had the electorate, for these are broad and powerful grants of authority, the abuse of which might readily mean disaster.

A council is created by the Model Charter which "shall have full power and authority . . . to exercise all the powers conferred upon the city. This council shall consist of at least 5 and not more than 25, the precise number being determined by the size of the city. If more than five are to be elected at one time, provision must be made to have the members after the first election chosen in rotation. For example, a council of 15 with a six-year term, 5 to be elected every two years. In cities of more than 100,000 the city should be divided into large districts, and the size of the district should never exceed 50,000 population, except in cities over 1,000,000. The purpose of this limitation is to keep the size of the district down to such a point that genuinely free competition for public office will prevail, the expense of a thorough canvass being not too great for an independent candidate who may lack the support of a permanent political machine. If proportional representation is used, it should be so arranged that the quota needed to elect a candidate shall not exceed 10,000 voters .

This council, which is the policy determining body of the city is forbidden to "dictate the appointment of any person to office or employment by the city manager, or in any manner interfere with the city manager or prevent him from exercising his own judgment in the appointment of officers and employees in the administrative service. Except for the purpose of inquiry the council and its members shall deal with the administrative service solely through the city manager, and neither the council nor any member thereof shall give orders to any of the subordinates of the city manager, either publicly or privately. Any such dictation, prevention, orders, or other interference on the part of a member of council with the administration of the city shall be deemed a misdemeanor," and is made punishable as such.

One of its own members shall be chosen mayor who shall preside at meetings of the council and perform such

other duties consistent with his office as may be imposed by the council. He shall be recognized as the official head of the city for all ceremonial purposes, by the courts for the purpose of serving civil processes, and by the governor for military purposes. In time of public danger or emergency he may, with the consent of the council, take command of the police and maintain order and enforce the laws. During his absence or disability his duties shall be performed by another member appointed by the council.

As further checks upon this powerful council, the municipal programme committee recommended by a majority vote that the initiative and referendum be provided to insure on the one hand a consideration by the council of the questions in which the electorate was interested, in the event of the council feeling disinclined to give them consideration, and on the other hand to secure a further consideration on the part of the electorate, with regard to the referendum the charter provides, "No measure shall go into effect until thirty days after its passage unless it be declared an emergency measure on the ground of urgent public need for the preservation of peace, health, safety or property, the facts showing such emergency and need being specifically stated in the measure itself and the measure being passed by a vote of not less than four-fifths of the members of the council. But no measure granting or amending any public utility or amending repealing any measure adopted by the people at the polls or by the council in compliance with an initiative petition, shall be regarded as an emergency measure."

Still a further check was provided by a majority vote of the committee in the shape of the recall, by which it is possible for those who elect to recall in the event of dissatisfaction.

Sections 34 and 35 may very well be regarded as THE sections of the model. The former provides that, "The city manager shall be the chief executive officer of the city. He shall be chosen by the council solely on the basis of his executive and administrative qualifications. The choice shall not be limited to inhabitants of the city or state"; and Section 35 provides that, "The city manager shall be responsible to the council for the proper administration of all affairs of the city, and to that end shall make all appointments, except as otherwise provided in this charter. Except when the council is considering his removal, he shall be entitled to be present at all meetings of the council and of its committees and to take part in their discussion. The city manager shall also prepare and submit to the council the annual budget after receiving estimates made by the directors of the departments."

In making these advanced recommendations, the committee was not unmindful of the dangers of entrusting such large powers of appointment, removal and government to one man, so in a note which has been widely discussed it declared:—

While the manager plan herein proposed is probably the most advanced and scientific form of municipal organization yet suggested, it is of the highest importance that any city adopting the plan should not omit any of the other principal features accompanying it in this draft. Without these provisions the manager plan, owing to its concentration of executive and administrative authority in the manager, might prove to be susceptible to perversion in the interest of a boss in cities with an undeveloped and inactive public opinion, because the members of council might then be elected upon a slate pledged before hand to the selection of some particular candidate as manager.

It is also true that no form of government can in and of itself produce good results. The most that any plan can do is to provide an organization which lends itself to efficient action, and which at the same time places in the hands of the electorate simple and effective means for controlling their government in their own interests. The evils in city government due to defective and undemocratic organization can thus be removed; beyond that, results can only be achieved through the growth of an active and enlightened public opinion.

At the head of each of the departments provided for in the charter there shall be a director. Each director is to be chosen on the basis of his general executive and administrative experience and ability and of his education, training and experience in the class of work which he is to administer. The director of the department of law shall be a lawyer; of health, a sanitary engineer or a member of the medical profession; of works, an engineer; of education, a teacher by profession; of safety, and welfare, a man who had had administrative experience; and of fi-

MODEL CITY CHARTER—(Continued.)

nance, a man who has had experience in banking, accounting or other financial matters; or in each case the man must have rendered active service in the same department in this or some other city.

Each director is to be appointed by the city manager and may be removed by him at any time; but in case of such removal, if the director so demands, written charges must be preferred by the city manager, and the director shall be given a public hearing before the order of removal is made final. The charges and the director's reply thereto shall be filed with the clerk of council.

The directors of departments shall be immediately responsible to the city manager for the administration of their departments and their advice in writing may be required by him on all matters affecting their departments. They shall prepare departmental estimates, which shall be open to public inspection, and they shall make all other reports and recommendations concerning their departments at stated intervals or when requested by the city manager. The number of departments may be increased or diminished according to the population or other local needs of a given city. Where it is increased it will probably be desirable to divide the departments of safety and welfare into two departments, and in some cases to divide the department of safety into police and fire departments respectively. The department of utilities may be separated from department of public works when (1) such utilities are privately owned, so that their administration is chiefly regulative; and (2) in large cities where the department of works and utilities would make too large a department or where it seemed desirable to put all the revenue-producing industries in one department. In reducing the number of departments, those of law, health and finance might be cut out in the order named, either combining them with remaining departments (as health with welfare and safety) or making them directly subordinate to the city manager.

The number of departments can be kept down in the larger cities and reduced in the smaller ones by (1) the creation of department bureaus and (2) where so complex an organization as a bureau is not needed by having the proper official report directly to the city manager instead of to a department head.

The principle underlying the formation of departments and bureaus should be two-fold: (1) functional grouping and (2) tasks which demand the time and capacity of the highest grade of administrative heads, i. e., one first-class full-time man to head each department.

With regard to elections, after providing for nominations by petitions, the Committee suggested that the candidates might be chosen in one of several ways: e. g., by proportional representation; by preferential ballot; or at a primary election to be followed (whenever necessary) by a general election. The members of the committee on Municipal Program had different views as to which of these different methods of selection were most desirable, the majority of the committee believing that either proportional representation or the preferential ballot might be preferable to the primary system which, in most cases, involves the expenses and labor of a double election.

That charter draftsmen might have the benefit of the committee's suggestions, alternate drafts for proportional representation and preferential voting have been prepared and sent for their guidance. The committee also called attention to the form of election originally provided for in the charter of Berkeley, Cal., and now followed in San Francisco, Los Angeles and other California cities, where provision is made that any candidate for an office at the preliminary election receiving a majority of all the votes cast should be forthwith declared elected, a second election being held to select candidates for these offices only where no one candidate therefor received a majority vote.

The franchise provisions represent the modern ideas of giving a single financial officer (the director of finance) direct supervision over the department of finance and the administration of the financial affairs of the city, including the keeping of accounts and financial records; the levy, assessment and collection of taxes, special assessments and other revenues (except as otherwise provided by general law); the custody and disbursement of city funds and moneys; the control over expenditures; and such other duties as the council may, by ordinance, provide. Likewise the modern ideas regarding budgets:

Sec. 51. Not later than one month before the end of each fiscal year, the city manager shall prepare and sub-

mit to the council an annual budget for the ensuing fiscal year, based upon detailed estimates furnished by the several departments and other divisions of the city government, according to a classification as nearly uniform as possible. The budget shall present the following information:

(a) An itemized statement of the appropriations recommended by the city manager for current expenses and for permanent improvements for each department and each division thereof for the ensuing fiscal year, with comparative statements in parallel columns of the appropriations and expenditures for the current and next preceding fiscal year, and the increases or decreases in the appropriations recommended;

(b) An itemized statement of the taxes required and of the estimated revenues of the city from all other sources for the ensuing fiscal year, with comparative statements in parallel columns of the taxes and other revenues for the current and next preceding fiscal year, and of the increases or decreases estimated or proposed;

(c) A statement of the financial condition of the city; and

(d) Such other information as may be required by the council.

Copies of such budget shall be printed and available for distribution not later than two weeks after its submission to the council; and a public hearing shall be given thereon by the council or a committee thereof before action by the council.

With regard to the highly important question of the control of public utilities, the committee in a formal statement declared that the public utility and franchise policy to be embodied in a model city charter should be so formulated as to conserve and further the following principles:

I. To secure to the people of the city the best public utility service that is practicable.

II. To secure and preserve to the city as a municipal corporation the fullest possible control of the streets and of their special uses.

III. To remove as far as practicable the obstacles in the way of the extension of municipal ownership and operation of public utilities and to render practicable the success of such ownership and operation when undertaken.

IV. To secure for the people of the city public utility rates as low as practicable, consistent with the realization of the three purposes above set forth.

It should be no part of such policy to secure compensation for franchises or special revenues for general city purposes by an indirect tax upon the consumers of public utility services.

The balance of this paper will appear in the November issue of the Journal.

Discussion.

Commissioner Yorath. — "The speaker referred to the system of the budget as being an advanced idea. I would like to state that the efficient municipal government in Great Britain is largely due to the system of passing estimates in the first part of the financial year and subsequently of having monthly estimates sent to the Council. It is not called budget, but it is called estimates. That system was inaugurated twenty years ago."

Mr. Woodruff. — "As far as this phase of the model charter is concerned, it has English paternity."

President. — "The Board of Control system is working successfully in Toronto, and it is the best piece of legislation that the Province of Ontario has ever given us. It is a system of checks and balances, and is having a very salutary effect. It is a system by which we have a division of the Executive and Legislative functions. The people of our city are unanimous as to the splendid work that is done by this system."

Mr. Lighthall. — "I would like to say that the model city charter which was described by Mr. Woodruff, is the result of years of work and study of the very best group of experts in the whole of America. The greatest Municipal authorities, and the greatest municipal thinkers and leaders in the whole of the United States have been working on it, and it is an ideal charter. It is almost too much ahead of us in most points for us to grasp, but it is thoroughly worth studying by every leading municipal man in Canada, and especially by those who have affairs in large cities to administer. We have deeply appreciated the feeling words of Mr. Woodruff before reading his paper, when he expressed his sympathy and that of practically all the citizens of the United States, with ourselves in these days of stress and pain. What he said went to all our hearts."

Study of a City's Sinking Fund

THOMAS BRADSHAW, Finance Commissioner, City of Toronto.

Prior to the declaration of war in August, 1914, practically all of our municipal securities were absorbed in Great Britain or at home. Since that epoch-making event, and as a result of it, a new and most important market has been developed. The United States, which had previously been "nibbling" at some of our offerings, has become deeply interested, and has made substantial purchases. We might almost say that New York, for the time being, has assumed the relationship which London occupied.

When normal conditions once more prevail, London will, no doubt, be open again to us, and if so, instead of having, as formerly only two sources to supply our capital needs, we shall be in the favored position of having three.

The increasing interest exhibited by our neighbours is illustrated by considering the value of the municipal debentures purchased by them in each of the last five years: in 1911, out of total offerings of some \$47,000,000, they took \$2,335,000, or 4.95% of the whole; in 1912, \$3,900,000, or 8%; in 1913, \$22,100,000, or 19.12%; in 1914, \$25,600,000, or 30.29%; and in 1915 no less than \$32,500,000, or 48.80% of the whole.

The following statement, compiled from Mr. E. R. Wood's reports, sets forth the proportion of securities absorbed in the three markets:

Record of Canadian Municipals Marketed in the Years 1911-1915.

Year.	—Sold in Canada—		Sold in United States		Sold in Great Britain		Total Sales.
	Amount.	P.C.	Amount.	P.C.	Amount.	P.C.	
1911.....	\$16,326,378	34.62	\$ 2,334,467	4.95	\$28,498,443	60.43	\$47,159,288
1912.....	13,761,482	28.42	3,876,406	8.	30,777,074	63.58	48,414,962
1913.....	25,850,653	22.33	22,135,762	19.12	67,775,510	58.55	115,761,925
1914.....	25,105,320	29.82	25,559,548	30.29	33,723,563	39.89	84,388,431
1915.....	34,052,677	51.20	32,455,396	48.80	None	66,508,073

Canadian investors, who are best acquainted with the constitution and government of their municipal institutions, evidence their faith in them by increasing from year to year the amount of their investments. Last year such investment was over 34 millions of dollars, exceeded one-half of the whole, and was greater than the amount absorbed by Great Britain in the years 1911, 1912 or 1914.

Our friends across the border have the reputation of thoroughly investigating a proposition before making a commitment. Their cautious and gradual investment in Canadian securities illustrates this. During the past four or five years they have been watching and studying our growth. They have been examining into our civic administrations. The history and records of our municipal debts, as well as the manner in which we have met our obligations, are known to them. Frequent visits to our cities and journeying through our Provinces have been made by experienced bond men. Numerous inquiries about and investigations of our municipal laws, have been instituted. It is not too much to say, that the United States investor has been favorably impressed with the vast resources of our country, its growing industries, the stability of our institutions, and the general excellency of our government, and it is believed that, as this knowledge grows, the market for our securities will continue to widen.

Up to the present, the American market has chiefly bought the bonds of our more important communities. In trying us out they have, naturally, selected our choicest offerings, and it is believed that their experience has been satisfactory and that, in practically every instance, no disappointments have followed. Shortly it may be expected that consideration will be given to county securities and those of smaller established cities.

In this connection it is most desirable that we should be impressed with the value of this new market, and cultivate it assiduously. We should study its requirements in such a way as to encourage it to take still further interest in our problems and produce. The method in which securities are issued should conform to its requirements, for example: interest on bonds should be made payable half-yearly and by coupon; bonds should be in round amounts; principal and interest should be payable in some important American city, as well as in Canada; the repayment of principal in large issues and for long terms, should be according to the instalment principle. The time of marketing and the frequency of our appeals should receive consideration. It is poor policy to force bonds upon a dull

and disinterested market, and to make frequent calls for capital. Promptness in meeting our obligations, interest and principal, is vital. Our past record, in this connection, with few exceptions, is all that could be desired.

But above all, the American investor must be satisfied with the financial administration of our affairs. He will be particularly interested in the management of our sinking funds. Perhaps no feature of civic finance in the United States has had occasion to receive more attention and criticism than the conduct of sinking funds. Unfortunately, many instances can be quoted across the border of inefficiency and mal-administration in this branch of municipal administration. Too often the fund has been left in the hands of incompetents, resulting in serious losses. In other instances, the true function of the fund has not been recognized and, in consequence, its monies have been utilized for purposes entirely foreign to those for which they were accumulated. When the debts which the fund was assumed to liquidate, fell due, large deficits were discovered and a process of refunding had to be resorted to.

This brings me to my main theme:

In the early part of this year I was asked by His Worship, Mayor Porter, and the board of control of the city of Ottawa, to make an investigation of the City's sinking fund. Although extremely busy at the time, the opportunity

was welcomed, because I had been deeply interested for some years in the administration of civic sinking funds and believed that an investigation of the city of Ottawa's fund might be helpful, not only to that municipality, but to

others; and for the reason that, Ottawa being the capital of the Dominion, and a thoroughly representative Canadian city, the findings would be of value to our American friends whose growing interest in our securities has been referred to. Mayor Porter was good enough to consent to the publication of my report, and when your Association asked me to contribute a paper on some phase of municipal finance, I thought I might venture to submit it.

I do not propose to read the report, but simply to refer to some features contained in it:

Ottawa, at the time of the examination, had a bonded debt of \$14,417,577—of this amount, \$13,094,362 was represented by sinking fund bonds, and \$1,323,315 by annuity instalment bonds. The investigation dealt with the sinking fund which was being accumulated to meet the \$13,094,362 of sinking fund debt. The debt had been incurred during the last thirty years; it represented two hundred and forty-two different loans which fall due from year to year during the next thirty-seven years.

The result of the investigation disclosed that the city should have in its sinking fund \$3,003,147. It was most gratifying to find that it not only had this amount but, in addition, a surplus of no less than \$317,369, or 10% more than the sum required.

The following comparisons of the results of the investigation, with the City's own record, indicate that its affairs had been conservatively exhibited: while the liabilities of the fund, according to the investigation, amounted to \$3,003,147, the City had computed them at \$3,164,355, or \$161,207 more than they actually were; the assets of the fund were found to be \$3,320,516, whereas the City had only taken credit for \$3,279,406, or \$41,110 less than they actually were; the surplus over all liabilities, according to the investigation, was \$317,368, the City having only taken credit for \$115,050, or \$202,318 less than actually existed.

It is advantageous for any enterprise or institution, which has been carrying on its operations under the same management for many years, to have someone from the outside come in and review its work. A strong tendency exists to continue to do things in the same way, because

they have always been done in that way. The outside investigator is almost sure to discover reasons why a continuance of customs which might have been satisfactory years ago, is no longer desirable. It is not intended, however, to discuss here methods which, it is believed, might be improved upon, for they are fully dealt with in the report.

The average rate of interest earned by the fund was 3.74%. It, of course, should be the aim of those administering the fund, to so invest the monies that, consistent with absolute safety, the highest rate shall be earned. A difference of only one per cent. would bring the average rate up to 4%, and would mean that the fund would have annual additional earnings of \$30,000.

We hear much about the difficulty of operating such public works as electric light and waterworks systems, street railways, etc., so that they will produce a surplus revenue over expenditure and debt charges, but seldom, or never, is there presented to us the possibility of a sinking fund being so administered that it will produce a surplus and thus contribute materially to the City's revenue.

A word might be said as to the character of the investments in the Ottawa sinking fund: Of the \$3,300,000 in the fund, \$1,855,000 consisted of that city's own bonds; Dominion and Provincial Government securities accounted for \$300,000, and the balance of \$1,165,000 was made up of cash, etc. It will be noticed that 56% of the holdings comprised the bonds of the City itself, and in the report the question is raised as to the desirability of making further such investments.

The outstanding and important features, however, of the whole investigation are: that for all outstanding debenture debts, the City had on hand good interest-bearing investments or cash, of an amount substantially in excess of the full sinking fund requirements; and that the fund had been honestly administered.

It is believed that the facts disclosed in the report will tend to enhance the favorable opinion already entertained in the United States, of the administration of our important municipal bodies, and add to the good reputation of their credit and securities.

Mr. Bradshaw's full report on Ottawa's Sinking fund is in pamphlet form, copies of which will be mailed to anyone making application to this Journal.

DISCUSSION.

President Church.—"In Mr. Bradshaw we have a man who is a standing example of the truism that it pays the municipality to pay for brains and ability. He has been with us three months, and in that short time he has saved the City of Toronto two or three million dollars."

Alderman Boyd of Montreal.—"It is customary for Municipal Corporations to go along in the same road without endeavouring to introduce new systems and bookkeeping, changes in the Municipal rolls, and co-operation and closer getting together of the different departments, and the time has come when outside advice to the different municipalities would be most valuable to our experts who have been in the service of the municipality."

Voice.—"How about an outside audit?"

President.—"One of the most important things is the city's audit. Municipalities cannot possibly conduct business after the war on the present basis, and to have a good up-to-date financial department is important."

Controller Nelson of Ottawa.—"Mr. Bradshaw was brought to Ottawa to settle questions which were above of contention for many years. There were many criticisms and statements that things were not right in Ottawa's finance. The bringing of Mr. Bradshaw to Ottawa to make an outsider's examination was of great benefit to us. I think the high figure of the last sale of Ottawa bonds was practically brought about by this report of Mr. Bradshaw's. It cleared the air. Since that time we have no reports about the sinking funds being in a bad way. They are in excellent shape, and the city of Ottawa benefitted greatly in its financial condition after this work was done. I think it would be a good thing for other cities to follow suit."

Alderman Boyd.—"Are there any delegates here representing municipalities who have issued small denominations of their bonds to be taken up by their own citizens? In Vancouver—you will remember, Mr. Lighthall,—that was being put in operation during our Convention there."

President.—"That would require legislation by the Provinces."

Alderman Boyd.—"I want to find out if it was working satisfactorily, if the people take an interest in their own debentures."

President.—"I understand that in Saskatoon the city issued bonds in five and ten dollar denominations."

Mr. Yorath.—"Saskatoon considered it eighteen months ago but it was not adopted."

Ex-Controller Spence of Toronto.—"I would like to ask Mr. Bradshaw a question for information. This paper has been exceedingly interesting and will be studied with a good deal of care. He recommends very strongly a departure from the method hitherto followed of issuing bonds on the sinking fund plan. He finds the City of Ottawa to be in an excellent position, and by following up the provisions made in the bonds when issued, they have a surplus in hand of a sinking fund. Suppose that the City of Ottawa had issued all these bonds on the instalment plan, would they not be out of pocket today for the surplus which they have?"

Mr. Bradshaw.—"If the City of Ottawa had done as it is doing now, issuing bonds by the instalment principle, it would probably have saved its taxpayers during the last thirty years over a million of money."

Mr. Lighthall.—"It was found a few years ago by some of our municipalities that instalment bonds were not favourably received in some quarters, and that they brought a slightly lower price than longer term loans. Does the instalment bond of which Br. Bradshaw now speaks so favourably, now receive more favourable regard in the market? Has it got over that particular difficulty? I know the system has some great advantages."

Mr. Bradshaw.—"For small issues, the sinking fund system is probably better, but for large issues where the instalments are substantial for each year, it is more desirable to issue bonds on that plan. The investor in the United States prefers the instalment plan because he knows that the debt of the municipality is being properly looked after when that system is used."

Mr. Lighthall.—"Is there a difference between the United States and British investors on this point?"

Mr. Shadshaw.—"The British investor has not been educated up to the instalment plan as yet. If their market was open I think it would be a question which would be the best. I am inclined to think they would prefer the sinking fund, because they are accustomed to that, but when London comes back, I think it will reconsider that question."

Mr. Yorath.—"Saskatoon has issued on the serial system and on the sinking fund system. We got the best price with the last system, and the firm who accepted expressed a preference for that plan rather than for the serial plan. We had offers from the States as well as from Eastern Canada. The issue was for about \$150,000."

Alderman Robert Ryan.—"Last year the City of Three Rivers made an issue of \$220,000, for school purposes. It was sold in the United States on the serial plan at 5 p.c., \$5,000 the first year, and so forth for thirty years. We think that in thirty years we will save \$52,000 by paying every year. We asked the brokers if they would give us a better price for thirty years, the longer term, and they stated they would give a better price for the serial bonds. We intend trying it for the corporation issues in the future. I asked the brokers if America was always suitable for serial bonds, and they said, 'Not all the time, but at present it is'. I think myself that the serial bond is the bond to issue."



MR. J. R. WOODRUFF.
Who Delivered the Paper on "A Model City Charter."

How Best to Introduce Modern Systems of Municipal Work

DR. HORACE L. BRITTIAN, Director Bureau of Municipal Research Toronto



When the topic of this paper was assigned to me I was somewhat in doubt as to the treatment which was desired or would be most helpful. A paper under this title could be made to cover a minute technical discussion of detailed steps in installing improved methods in particular departments or it might discuss the fundamental principles upon which progress in civic effectiveness must be based and the essential steps, based on these principles, which all municipalities must take before a sure foundation can profitably be laid for improvements in detailed administrative

technique. As being of more general utility in the present stage of municipal development, and in view of the great divergence in details of the needs of different municipalities, I have chosen the second method of approach.

Our democratic system results in producing representative bodies for local government made up of citizens of average training and ability. This has obvious advantages, chief among them is that such governments understand the point of view of the average citizen. Such a government is not apt to err by moving in advance of public opinion. Again, such a government, if the average voter has done his duty, consists of individuals with average common sense. While not themselves possessed of the administrative ability and many-sided technical knowledge required for the government of a large city, if the citizen body has done its duty, and granted that the proper information is readily available to them, they are perfectly competent to pass upon reports of and to give general direction to administrative specialists employed by them, to keep in touch with their work and report to citizens how the community's work is progressing.

The best way to get men of more outstanding ability and training into city legislative bodies is to provide a method by which the present elected representatives of the people can be more effective. The more worth while the results obtained by the average men making up the bulk of existing city governments, the more worth while it will seem to big men to take their share in city government. A spasm of popular indignation or remorse may land more big men than usual in city councils but though results are never permanent because such men, under present conditions, find it impossible to get the salient facts, to locate responsibility, to unwind obsolete red tape and to keep popular interest from deteriorating from its initial level. Thwarted in their honest effort, left up in the air by their disappointed supporters who unjustly blame them for failure, pelted with all sorts of abuse by individuals whose interests make their failure desirable, such large men of affairs retire with disgust. Nor could all the kind's horses and all the king's men drag them back into the public light again. Improving the fact-getting and fact-reporting machinery of government will enable ordinary men to get good results and will encourage big men to consecrate themselves to the public service for the attainment of the best results. Conditions which will make the ordinary man more effective will make the large man of affairs most effective. The main thing is to set up methods of doing public business which will enable the average man to be effective. This is much more important and fundamental than initiating campaigns to bring pressure on leading citizens to offer themselves for office.

In this connection the following words of Benjamin Jowett are illuminating:

"Don't let us complain of things or persons, or of the nineteenth century, or of the indifference of the country.....but simply say to ourselves: 'These are the things and persons through which and with which we have to work, and by influencing them or managing them or forcing them, the end must be attained or not at all.'"

The main reason for the comparative failure of both ordinary and outstanding men in the public service is simply the absence of the necessary accurate and currently available information from official sources, and of unbiassed unofficial analysis and criticism of such information.

The same lack of accurate, pertinent and current information with regard to the city government reacts unfavorably upon the voting body. Issues are not clearly defined, facts as to city government are not clearly understood. Thus elections turn either on personalities or on issues which have no relation to the local problems of the city. Aldermen being elected for reasons which have nothing to do with the city's policy feel no call to ensure their re-election by making good in city issues but rather by keeping an eye out for those considerations which did secure their election.

The administrative departments themselves fall short of the mark in interdepartmental co-operation through the lack of the same fact basis. An accurate idea of the needs of other departments necessarily leads to more sympathetic co-operation, and the making of annual departmental estimates with a city-wide background.

Thus the chief failures of voters, legislators and administrators are due to inadequate, inaccurate, hazy, unrelated or irregular information with regard to the city's business. Failures are due to lack of the necessary knowledge, not absence of good-will.

It is rarely possible for city administrative departments themselves to institute a city wide reorganization of the fact-getting and fact-reporting machinery of the city. Each department is a separate, almost independent unit and the more or less watertight compartments between the city departments prevent ready interchange between all departments of methods tried out and found successful in one department. Again, practically the whole day of every department head is taken up with doing which need to be done each day. There is little time or energy for the purely "staff" work of devising better means of getting the facts, analyzing the facts, explaining, the facts, modifying practice according to the facts, and telling the facts to ratepayers, citizen organizations, aldermen controllers and other department heads.

The present war has brought to all of us a clear conception of the difference between the "line" and the "staff" service. A modern city needs an efficient staff service as much as it needs an efficient line service. There needs to be a central staff service not connected with the doing of actual work but rendering to the city government the advice of specialists as to how to get, collate and interpret information as to city wide policies and to assist in the formulation of such policies. Each large constructing department needs a similar "staff" in addition to its "line" service. But the public has not yet become seized of the fact that in peace as well as in war administration this is necessary and will save them money. The greatest losses are due not to rascality but to ill-advised action due to the absence, at the proper time, of the salient facts. Until such time as the people who pay the bills become convinced that they are wasting thousands by refusing to invest tens or hundreds, this work must be done in self-defence—if for no other reason—by organizations supported by private citizens. The path of progress in other lines of community action points the way to success in this. The history of educational and recreational development offers many examples of the initiation of private movements which have compelled public action. Public playgrounds and kindergartens first conducted as private ventures are outstanding examples. The success so far attained by Bureaus of Municipal Research elsewhere and by the Toronto Bureau supply proof that the hope of the future in the perfection of Muni-

SYSTEMS OF MUNICIPAL WORK—(Continued)

cial Administration lies through private initiative in getting the facts, analyzing the facts, co-ordinating the facts and making them available to the citizen, the legislator and the administrator. It is the duty and privilege of a Bureau of Municipal Research, in so far as funds are supplied by the public, to act as a central "staff" for the citizens in any event, for the city if it will accept the service, and as a special staff for any city department which cares to allow the Bureau's co-operation.

But even after the establishment of adequate staff services in every city hall the work of private Bureaus will continue a fundamental necessity although their emphasis will need to be changed.

The citizen will always need unbiased statements from sources independent of the city pay-roll. The city departments will also continue to profit by co-operation with an independent citizen agency which can look at department problems from the outside and thus with a different perspective. Moreover, our city governments must not only be raised to the highest possible effectiveness but must be kept there. Effectiveness does not come of itself nor stay of itself. Eternal Vigilance by a continuing independent, disinterested and fearless citizen organization will be the price of continued good government. By this means alone can citizen interest be kept continuously at a high level without which tonic aldermanic control and departmental administration will necessarily deteriorate.

The tendency of official bodies to become "officialized" or "crystallized," out of touch with popular currents of thought, sufficient unto themselves, and unprogressive or even reactionary, is universal and everywhere recognized. Only the greatest administrators can combat the tendency with complete success. Unofficial citizen organizations will always be necessary to lend moral support to the progressive administrator when assailed by the forces of reaction and, above all, by constant research and reiteration of the facts developed by research, to assist the average administrator to remain progressive or become more so. Such organizations must not only help start the ball rolling but help keep it rolling.

To think without something to think about is a more difficult task than making bricks without straw. This is the main reason why the electorate, or from one-quarter to one-half of it, wakes up on election day and hibernates the rest of the year. There is often only one summer day in the elector's year. Every other day is a cold winter day for him. To be sure we have reports, reports which give us a tremendous amount of information about things we don't care about and in a form we can't understand, and homeopathic or faith-cure doses of information about things we really want to understand. Such reports do not stimulate but inhabit thought. About large sections of the community's work we have no real public reports whatever, aside from the annual estimates and the departmental expenditures in the treasurer's annual statement. There are some brilliant exceptions which, by their effect in producing public support, point the way to a system of monthly or quarterly reports in a form understandable by the public and telling not only what the departments have spent but what work they have done during the period reported on and what work they hope to accomplish during the ensuing period. The lethargic or suspicious electorate is the uniformed electorate. The patriotic electorate, thinking and working for the advancement of the community, is the informed electorate. Only the lazy or crooked legislator or administrator views with alarm and suspicion the movement toward wider publicity for public affairs. This he looks upon as telling the people more than is good for them. He thinks that what they don't know won't hurt them. Public-spirited legislators and administrators who are in the vast majority will welcome with open arms a movement which must inevitably increase public co-operation and support of worthy policies.

To secure the fullest value from such reports and to encourage their continuous improvement a citizen organization which will consider them in an impartial way, analyze them and give them to the public in tabloid form is a *sine qua non*, only second in importance to the existence of a patriotic, public-spirited press which will feature the official reports and citizen comment thereon. To aid the press and the citizen organizations in their work of broad-casting information as to the city's business the stereotyped system of official reporting at present prevail-

ing practically everywhere will have to be abandoned. City work is of news value and can easily be written up by administrative heads so as to bring out this value.

The 1914 Work Report of the Director of the Philadelphia Department of Public Works marked an epoch in public reporting. The very word "report" is given a very inconspicuous place on its cover for the reason that the words "public report" has come in the eyes of the public to mean something insufferably dull and perfectly incomprehensible. The official story begins with the following request:

"Please forget that this is a public document. Read it rather as a study in home-making—as a record of one year of effort to make of Philadelphia the best place in all the world in which to live. This report of the Director of Public Works to the Mayor of the city is really a story of the stewardship of 4,000 city employees working for the other 1,600,000 citizens."

"P.S.—At least look at the pictures!"

The report closes with the motto:

"Where there is no vision the people perish."

The report is marred by political features but the underlying idea is correct and I would respectfully commend to this body the Philadelphia Report as the prophetic forerunner of a new line of public documents. The recently issued annual report of the City Manager of Dayton, Ohio, apart from its atmosphere of self-congratulation, is also exceedingly suggestive.

If I have succeeded in conveying to you my belief that the prime prerequisite for any lasting or thorough-going improvement in civic administration is an enlightened and public spirited citizenship, brought about by widespread and popularized civic information, I will have accomplished my chief aim in writing this paper. Without citizens who work at their citizenship the best framework of administration or of civic government is as nothing. It will prove eventually a broken reed. Almost any form of government will eventually fail to work if the public lies down on its job. And it will lie down on its job unless it is given something to do except paying taxes of the necessity for which it is not convinced.

My time is now practically exhausted and I will simply outline the concrete steps which seem to me fundamental in securing as nearly as possible 100 per cent efficient administration under our democratic form of government:

1—The establishment of a department of centralized accounting and financial control which will have full authority to establish uniform accounting procedure in all departments.

2—The inauguration of annual and quarterly financial reports which will give in summary form:

a—A Balance Sheet showing what the city owes and what the city owns classified into:
current assets and liabilities,
capital asset and liabilities,
trust fund assets and liabilities.

b—An operating account showing not what cash has been taken in and paid out, but what it has cost to run the city for the period covered, classified by departments and organization units.

c—A control appropriation account showing, for each main departmental appropriation, not only the unexpended balance but the encumbered balance in each case.

d—A fund statement showing the condition of the various funds, taking into consideration authorized expenditures and resources available to meet them.

3—The inauguration of a complete work-reporting service, annual and quarterly, which will give in short concrete form the main results in work of each department's operation in the period covered. These reports should be preceded by an extremely short summary and illuminated by easily understood graphic representations and diagrams.

4—The appointment of a committee in which private citizens should form a majority but city legislators and administrators an important minority to study the problem of devising more frictionless machinery of government adapted to the needs of the community concerned and to report thereon as a basis of a long thorough and widespread public discussion.

5—Securing from provincial governments either a separate charter or else such home privileges under the general municipal act as will enable the city to put into practical effect any desired reforms.

SYSTEMS OF MUNICIPAL WORK—(Continued)

6—Agitation for the establishment in every province, where not already established, of a department of municipal affairs which should supervise, as far as necessary, the capital expenditures of cities for the protection of ratepayers, employ specialists whose advice every city could obtain free of charge on any problem of city administration, and build up a system of uniform municipal statistics in co-operation with other provinces.

The establishment under private citizen control of an independent agency by which citizens can do co-operatively what they cannot do individually, namely: carry on a continuous, impartial study of the city's operations, ascertaining, analyzing, interpreting and publishing the facts of value to the citizen body as a whole and co-operating with city governments and city departments in installing efficient methods whenever co-operation is invited. It will usually be found advantageous and often necessary to take this step first to give direction and impetus to the movement for accomplishing the other steps outlined. Permanence and continuity of citizen effort is absolutely necessary to continuity of progress. This continent is strewn with the wreckage of citizens' organizations caused by failure of the public to appreciate the necessity of unremitting vigilance.

In several cities the history of municipal progress has been the history of effective co-operation between the municipal government and citizen organizations through their specialists. The recent annals of Dayton, Ohio, afford a remarkable illustration of this. After the Dayton flood the existing city government proved unequal to the strain and collapsed. The local Bureau of Municipal Research organized and carried on a charter study which resulted in the adoption by Dayton of the city-manager form of government, which has rehabilitated the finances of the city, handicapped as they were and are by the unique and calamitous Smith one per cent law.

Following is a partial list of advance steps taken by the City of Milwaukee during 1914 and 1915—concrete achievements which together form an imposing monu-

ment to the effectiveness of citizen co-operation with government:

- a—Reorganization of the office of the City Comptroller by installing time sheets, setting up controlling accounts, establishment of purchasing control, elimination of duplication, and the revision of budget procedure to conform with modern practice;
- b—Increase of efficiency of the department of works by installing adequate cost accounting in its two chief bureaus, improvement in forms of specifications resulting in improved pavements, etc., and increase of facilities of the departmental testing laboratories;
- c—Cutting down of transfers from over \$200,000 per annum to just over \$71,000 per annum;
- d—Reduced expenditures from the contingent fund over 50 per cent.

The achievements of the Minneapolis city government during the last two years in co-operation with the Municipal Research department of that unique organization, the Minneapolis Civic and Commerce Association, reads like a romance, but are explained by the attitude of those responsible for the movement. I can think of no more fitting close to my remarks than a quotation from one of their reports, as follows:

"In September, 1913, the City of Minneapolis voted down a home-rule charter of the commission type. This destroyed for the time being, all chance of a radical change in the government organization. The Minneapolis Civic and Commerce Association, an organization with over 3000 members, decided that the most scientific method of improving the city government was to develop the best possible administration under the present charter and, by the study of Minneapolis conditions, to determine changes needed in the form of government."

If, as in Minneapolis, we pine not for the immediately unattainable, but begin where we are and with what we have, reaching forward always to the next advance step attainable, as disclosed by a study of the facts, we shall soon surprise ourselves by the list of noteworthy achievements we have attained and by our steady progress toward the ever receding goal of perfect adaptation of the city's government to the city's changing needs.

Municipal Accounting

By E. T. SAMPSON, Secretary-Treasurer of City of Outremont.

Accountancy, as all those who are engaged in its many branches know, is an exact science. I mean by this that when an answer or result is required from a given premises the result or answer will be substantially the same no matter what method or manner of operation has been employed, so long as the well established rules of mathematics, economics, and customary usage, have been properly observed. This is none the less true of Municipal Accounting which has now developed into such an important branch of the whole subject as to merit the undivided attention of some of the most eminent accountants and professors.

When such a state of proficiency and loyalty of purpose exists among our Municipal Administrators as to ensure the complete observation of the aforesaid rules, it matters little to the average citizen what particular school of politics or policies prevail, he will be assured that his welfare and interest are being protected and that he is receiving the best value for his contribution to the Municipal funds.

The necessity for all officials and members of our municipalities to study more closely this absorbing subject is being more and more demonstrated; one has only to peruse any issue of any one of our important financial journals and he will find some references to Municipal matters; oftentimes it will be a long article lecturing or reproaching generally or particularly some City Fathers for not better keeping their house in order.

The Municipal permanent officials, particularly the Treasurer and his staff, as well as the elected members of the municipalities should always remember that in carrying out their civic duties, they hold a fiduciary position towards the whole body of proprietors and residents of the municipalities, should always remember that in should be their first ideal.

Efficiency to that marked extent, that they can, not only at stated periods, but at any time, give to those who are interested and also entitled thereto an account of their

stewardship with a simplicity that any layman of average intelligence can thoroughly understand such account upon perusal.

Economy follows as a natural corollary to efficiency.

Great care should be taken by those in control that no duplication of duties, or overlapping of same, occurs between any of the civic departments and their staffs. It should, however, be borne in mind that a municipality, should be considered as a model employer, and while extravagance is always inexcusable, it should be prepared to pay for services rendered by its employees, at least the average price paid in the district where it is situated; and that any skimping will probably cause suppression of some service or other, and will to that extent reduce the efficiency of the administration.

It is, therefore, to my mind, most essential that with regard to the Financial Department of our Municipalities the system of accounting here comprising Recording, Book-keeping, Auditing and Presentation of Financial Statements and other Statistics, should be altogether on model lines and instead of being behind the average commercial system it should, on account of the publicity and the fulness of detail necessary, be a shining example to all other systems.

Mr. Sampson then presented in detail an excellent thesis in the fundamentals of civic book keeping which this Journal hopes shortly to publish as a text book for municipal officials. Below are a few pungent extracts taken from Mr. Sampson's paper.

Basis of Municipal Accounts.

There are two well established basis existing at the present day of keeping municipal accounts, viz:

1. Revenue (or income and expenditure) being a complete record of income receivable and expenditure chargeable to each fiscal year.

MUNICIPAL ACCOUNTING—(Continued.)**2. Cash (or receipts and payments)**

being a record of the receipts and payments actually occurring during each fiscal year.

Some accountants hold there is a third basis, it being a mixture of the two foregoing, by means of adjustments at the end of each year.

Double Entry.

I here presume that the complete double entry system of accounting is in operation in all municipalities, viz.:

1. Real and nominal, as well as personal and cash accounts are kept.

2. Capital accounts are distinctly separated from revenue accounts.

The complete revenue basis should wherever possible (perhaps with the exception of the smallest municipal bodies) be adopted.

The following are a few of the advantages thereof:

1. Only system capable of producing a correct revenue or profit and loss account.

2. Every transaction is recorded as it takes place, thus providing, irrespective of the actual cash payment, against negligence, irregularity and dishonesty.

3. Tax payers of each year are charged with their proper share of cost of that year's operations only.

4. Ensures the practical form of record of stock and stores, being maintained and thus reduces losses by carelessness, and petty pilfering.

Many other advantages will no doubt occur to you all when reflecting upon the comparison of the two systems.

Cash System.

The only recommendation to my mind of the cash system is its simplicity, but even that is doubtful, when as so often happens, capital and revenue items get often so hopelessly confused that it takes an expert accountant to undertake the dissecting of same for the purpose of present an intelligible statement.

Interest on Arrears.

Interest accrued on all outstanding taxes at expiry of financial year should be dealt with in the aggregate and should be calculated at time of ascertaining amount of such outstandings. Such amount of interest accrued should be credited to revenue account and debited to "interest on taxes account," which will be liquidated during following year by sundry payments. Any attempts to deal more closely with this class of revenue will undoubtedly require more time than the benefit merits.

Internal Audit or Cheque.

In the larger municipalities it is now absolutely essential for the purpose of ensuring the efficiency and integrity of the administration, that a system of internal audit, or continuous cheque, be instituted. (This department, or rather sub-department, can be entirely distinct from the expert auditors appointed under the general law, who will audit the accounts yearly or half-yearly).

The audit staff should be under the direct control of the municipal treasurer, and full powers to enquire into all books and records of every department of the municipality, should be given them.

Mr. Arthur Collins, in his valuable work on organization and audit of local authorities accounts (Gee & Co.) aptly describes the objects of a municipal audit, viz.:

1. Detection of errors: of fact (accidental or wilful); of principle.

2. Prevention of errors.

3. To create a thorough system of account keeping.

4. Ensure that such accounts be correctly and honestly kept.

5. To ensure the fulfilment of all the statutory duties, obligations, and regulations of each local authority.

To attempt to describe the detailed functions of a municipal internal auditor is beyond the scope of this paper, but a few remarks on the manner of dealing with the result of his investigations will not be inappropriate.

The auditor will probably record the details of all his investigations in note books (preferably loose leaf) keeping in this manner a separate, continuous record of his work in each of the departments of the municipality. He will render periodical reports to his chief (if working under supervision of treasurer) who will take up all minor matters with the chiefs of the departments concerned, viz.:

Incomplete and inaccurate recording—due to carelessness or incompetence.

Delays, etc., due to similar and other causes.

A summarized audit report should be submitted half yearly, or oftener to the finance committee, together with any recommendation and other suggestions to improve the working of the administration in any particular. Criticism of the prices paid for all sorts of materials should be noted, and officials purchasing same should be asked to offer their explanations.

Emergency Report.

Should be made to the finance committee where any serious irregularity of any sort is discovered, who will then assume the responsibility and order what further steps shall be taken.

The auditor, in the course of his duties, will require to use a great deal of discretion; while becoming too friendly with other officials is not conducive to good work, he should at all times be courteous and considerate to them. The duties of an auditor should never be compared with those of a detective, and he is not called upon to go beyond the official records and other sources of information generally available to test the integrity of any one, but at the same time, he must exercise great care not to allow his work to descend to an ordinary mechanical check, which would fail to discover anything.

Pitman's "Municipal Office Organization," etc., (Buteson), although written for English authorities, provide many valuable precedents. In his introduction to this work, Mr. Buteson says:

"The growth and influence of municipal control are of a cumulative character and will no doubt continue. Not a year goes by but additional duties and obligations are cast by parliament upon municipalities. These duties have to be largely administered by the permanent officials and municipal councils are justified in seeking the services of the best qualified officers to carry on the work."

I think that the time is now opportune for the:

Municipalities clerks and treasurers.

Health officers.

Municipalities engineers.

to form national or district associations for the purpose of:

1. Improving Their Efficiency:

By conferences.

By Periodical circulars.

By other means of communication, and

By discussion of problems mutually interesting.

2. Improve the Efficiency of Their Assistants by:

Insisting on a certain standard of education before appointing.

Constitution of examining board and the holding of qualifying examinations.

Granting of diplomas to successful students.

The municipal officials would thus, while greatly improving their own status, further become an important factor in uplifting the whole field of Canadian municipal administration to even a far higher plane than it has yet attained; and perhaps, by this means, those Public Utilities, now so generally supplied by private corporations, viz.: Lighting, heating, tramways, water supply, may be economically taken over and successfully administered by the municipalities for the greater benefit of the public generally.

In any event the close study and application to the affairs of the municipalities by the permanent officials, which is to be obtained by the establishment of such institutions as are here outlined, will surely result in creating a class of experts, whose activities cannot fail to be for the public good.

Mayor Hardie of Lethbridge.—"In Alberta we get the papers printed and sent around to the various members. When the day of meeting comes there is practically no reading of papers at all, the discussion was the important thing, and every person had had an opportunity to study the papers, and they were primed. Mr. Sampson has given us one of the best papers which we have heard, but unfortunately it has been had for us to grasp it when such a long paper is read on a technical subject. There would be a valuable discussion if we had all read this paper before we came."

There was considerable discussion on the point raised by Mayor Hardie, and a resolution was introduced and passed that the papers should be received by the Secretary ahead of time, and sent out to the members from one to two months before the convention met.

Municipal Assessments

By ALDERMAN ROBERT RYAN
(Three Rivers, Que.)

It is a remarkable circumstance that the movement for efficiency in commercial and governmental methods for the conduct of business should have in large measure ignored the necessity for greater exactness in the assessment of real estate. The experts estimate that the inequity in assessments of real estate above and below a normal line, is not less than 25 p.c. of the total assessed value of land and buildings. That inequities between individual properties in any given block or ward or municipality may vary from 50 to 75 per cent above the line of average percentage of true value to several hundred per cent below that line. This is a fact that is known to every student of tax assessments in any community, and is felt, if not fully appreciated, by the majority of taxpayers in every community. One would think that there would be a general uprising against a condition of inequity which is so universal in every governmental unit and between one governmental unit and another. Certainly, if the taxpayers of a community believed that the officials who administer their public affairs were wasting or grafting any such amount of the public money in spending it there would be a general uprising everywhere and public investigations without number. The inequality in tax assessments is a real evil, that is practically universal and recognized as universal everywhere. That it can be cured within narrow limits of criticism has been proved I believe in the places where the Somers System principles have been adopted and where the system has been applied by way of assistance to the tax assessors.

Acknowledging that tax assessments are universally inequitable, it is natural that we should look for some definite and universal reason for the rather appalling state of affairs. The principal reason is probably in large degree a lack of understanding on the part of tax assessors and the public generally of the true principles of the origin of land values, and further the lack of accurate and uniform methods for the measurement of such values. An assessor can scarcely be blamed for errors committed by reason of his ignorance. This lack on the part of assessors is far more potent in establishing inequity in valuation than any possible favoritism on the part of assessors. The disposition of members of the community and of the taxing officials themselves to devote time and thought to the discussion of individual complaints and to attempt to bring about a measure of equity by patchwork methods of review, leaves but little opportunity for the discussion of the true principles involved.

Most persons who have a reputation, deservedly or undeservedly, as taxation experts, devote their time to the discussion of economic phases of the taxation question, concerning which there will always be the widest difference of opinion. If these officials would devote some time to the academic discussion of what land value really is, and a further discussion of how it can be best analyzed, then a ground-work could be established for the equitable development of any system of taxation that may be decided upon from the economic standpoint.

The first question that naturally arises is, "What is Land Value?" The answer to this is undoubtedly that all land value is created by the presence of mankind and when this value is expressed in dollars it means the potential usefulness to men, due to the several elements of location, cultivable qualities, mineral and timber production, and accessibility to lines of transportation by rail, water or otherwise. We all know this, of course, but the next question which arises is, "How can this land Value be Measured?"

Probably the greatest fallacy as well as the most widespread one is that the prices paid for real estate constitute a reasonably accurate measure of value and that it is possible without accurate means of comparison to determine from the price which has been paid for one property the true value of another property.

If all properties were sold or rented every year there might be some basis for the determination of true value from the prices paid. But, the comparatively few transfers of property which are made from year to year are so divergent in the conditions affecting such transactions that unless one knows all of the conditions affecting a transaction in land he cannot safely or accurately use such

transaction as a basis for determining the value, even of the property transferred. And if this is difficult, then it is far more difficult, even though one might determine definitely that the price paid in a given instance is a fair price, to determine by accurate comparison the value of some other property of a different size, shape and containing different elements of value.

The fact is that the great majority of prices paid for real estate are upon investigation found to be abnormal—either above or below normal value. This can be proven in any community by a consideration of the prices paid and the reasons back of the transactions. Practically all of the transfers in real estate can be classified under two headings. The first one of these includes all purchases of particular properties for particular purposes, and unless the purchaser is peculiarly and especially fortunate, such prices will represent the will of the seller, who will exact the highest possible price in his own interest.

In the second class of transactions falls practically the remainder of the transfers of real estate, and for the purpose of classification they may be referred to as Purchases for Investment or Speculation.

In this case it is almost inevitable that the will of the investor will determine the price, and that such price will be so far below what the buyer believes to be true as to present a prospect for profitable investment and speculation.

All purchasers of real estate attempt to interpret the community usefulness of the land which they buy. That community usefulness may be measured accurately by the community itself if the members of the community are given the opportunity to discuss land values intelligently. While individual members of the community know very little about the value of individual sites, all persons in the community have a very definite idea of the comparative values of different locations. Each one of you know which is the best block frontage in your city. You may not know what any lot in that block is worth in dollars, but you all have a definite idea as to the location of the best block frontage, and you can readily express your judgment of the comparative values of other blocks in terms of percentage of the high-value block frontage. You all know where you would rather live, and you can give reasons for preference in residence sites.

Your merchants know on what streets they would prefer to locate their places of business, and this knowledge indicates their desire to locate where people can come to their stores and offices with the least inconvenience.

The Somers System provides a means of expression of judgment of the comparative value of the usefulness of different block frontages. It expresses the opinion of such usefulness in terms of price of the "unit-foot". The unit-foot, when appraised at a certain price, indicates an opinion or judgment of the value each street or highway reacts upon the block frontage, the size of the unit-foot being one foot front and 100 feet deep.

By community meetings the assessor, instead of evading discussion of land values or fearing the effect of such discussion by the owners, holds public meetings for the discussion of the comparative values of the different frontages and a further discussion of the value the streets reflect upon the various block frontages. When the assessor has obtained enough information to satisfy himself as to the practically unanimous community judgment of frontage values, then he finally determines the unit-foot values, and from that point on the act of valuation is one of uniform computation.

A lot of greater or less depth than 100 feet—the depth of the unit of quantity—is measured by a depth percentage which shows a receding value at each foot of depth from the street frontage or the point of accessibility at the street frontage, the falling off of the value from the street being at a greater rate than the depth. This depth percentage is used only for measuring lots which are assumed to have but a single street accessibility. When you approach a corner or reach a corner there is an enhancement over the single-street value, and this enhancement is in definite ratio to the judgment which has been expressed of the values of the two streets affecting the cor-

MUNICIPAL ASSESSMENTS—

ner, to the size and shape of the lot, and its relation to the single street value judgment, and uniform computation which is near a corner has a greater value than a corner through the single-street frontage, by reason of the potentiality of usefulness from the street which it is near, but upon which it does not front.

Under the Somers System it is possible to make a definite and distinct comparison between all sites, based upon the single-street value judgment, and uniform computation of lots at or near corners, with additional values due to such subsidiary elements of value as alleys, railway frontage, water frontage, etc. Any special condition which abnormally adds to or subtracts from the normal value of a lot may be specially considered, and the addition or deduction should be the subject of a separate and special judgment, with the reason for and the amount of such abnormality.

In similar manner it is possible to appraise the buildings of a municipality by uniform methods. Each building is measured and described upon an appropriate card, and is appraised at a price per square foot of floor space for new reproduction, with depreciation schedules for each class of buildings for the age and the condition in which they are found. Many buildings are found which are not suitable for the sites upon which they stand, and such buildings are subject to a special judgment for what is called depreciation due to lack of utility.

It is a fact that is susceptible of proof that most assessors appraise buildings at a higher percentage of their true value than their assessments of land. The reason for this is evident. The building is something tangible, and it is possible for the assessor to have a crude sort of a mental standard for such appraisal, while very few assessors have any idea of standardizing the methods of appraisal of land.

It is also well-known that homes are assessed at a much higher percentage of true value than the business sites. This is because the assessors' mind can readily comprehend the value of a small tract of land with a small building of a type which is reproduced many times, while the centrally located business site with a building costing tens, or hundreds of thousands of dollars may not be readily computed by him. Consequently, under the no-system assessment it is perfectly natural that buildings should be found to be assessed at a higher proportion of their true value than lands. There is the further reason that the assessor does not have an adequate comprehension of the subject of depreciation, and is likely to permit a building, once assessed at a given price, to remain at that price indefinitely, without consideration of depreciation for any cause, although it is well-known that such depreciation is going on all the time. Also, the assessor finds it difficult to increase the assessments of land sites in central locations rapidly enough to keep pace with their increase in value.

All of this is cured by the establishment of equitable standards for the valuation of both land and buildings. An assessment is a comparative valuation. A comparative valuation of thousands of land sites and thousands of buildings in a municipality requires uniform methods for the expression of the elemental judgment and uniform methods for computing such judgment, so that when the same conditions of size and shape of lot, relation to street frontage, unit-foot values, and the same conditions of building construction are found, the assessment of two lots will be identical. Wherever there is the slightest variation in sizes or shapes of lots, in relation of street frontages, in unit-foot value, or in conditions affecting a building improvement then the system should and does bring about a correspondingly relative change.

The foundation for any equitable system of taxation must be a standard of valuation. There are many people who hold to the view that the existing system of taxing at the true value in money can be made equitable, provided a standard is adopted which will bring uniform and accurate methods of comparative assessment. There are many others (and the number is increasing), who oppose the taxing of improvements upon land, and object to the taxing of personal property, and believe that all taxes should be levied upon land values. In either event it is absolutely necessary, in order that the results may be equitable that a better understanding should exist as to what constitutes land values and building values, and that definite rules and systems should be adopted for the measurement of judgment of all elements of land and building

values. The present system of taxation is inequitable largely because of the lack of such standards. The Single Tax System would be largely futile without exact standards for the valuation of land, and for the valuation of buildings in places where a partial exemption of taxation upon buildings is the law.

I am given to understand that in the City of Pueblo, Colo., a law was passed under which the rate of taxation upon building improvements was fixed at 50 per cent of the rate for taxing land. And an assessor who was not in sympathy with the new move nullified it entirely by doubling the assessments upon buildings, all of which were far below the true value, and making but slight increases in the assessments upon lands, also much below true value.

People do not object to paying taxes. What they do object to is the payment of taxes upon inequitable and unfair valuations.

It is possible to enact the Somers System principles into a general statute compelling the expression of judgment upon land value by the unit-foot method, and compelling the adoption of uniform methods of computation for land and also compelling uniform methods for the appraisal and depreciation of buildings. The records of such a scientific assessment will readily disclose to any taxpayer whether his property has been equitably assessed or not, as compared to the assessment of his neighbors. The men who have hitherto been the most active tax-dodgers are, under a scientific assessment, compelled to pay their fair share of the taxes, and they are willing to do it when they know that every property is valued by the same method. A condition of satisfaction at the use of uniform methods of assessment creates a contented community and one in which it is possible to raise all the revenue that is necessary without placing an undue strain upon any property owner. This condition may be described as TRUE SCIENTIFIC DEMOCRACY.

Nearly forty cities of the United States, and one small town in Canada have, within the past few years, employed scientific methods for the assessment of the taxable real estate. The Canadian town referred to is the Village of Weston, a residence suburb of Toronto.

The principal cities of the United States using what is known as the Somers Unit System of Realty Valuation as a means for accurate measurement of the judgment of their tax assessors are: Cleveland and Columbus, O., Springfield, Joliet and East St. Louis, Ill., Denver, Colo., Des Moines and Dubuque, Ia., Houston, Beaumont, Waco, Galveston, San Antonio and Corpus Christi, Texas, Lake Charles, La., Augusta, Ga., Portland, Oregon, Redlands, California, Phoenix, Tucson, and five other cities of the State of Arizona, Johnstown and Bradford, Pa., and Ridgefield Park, N.J. I am informed that a number of other cities of Canada now have the subject of employing scientific tax assessment methods under consideration.

Those wanting full information in regard to the Somers Unit System can have same by addressing the Canadian Municipal Journal.

DISCUSSION.

Alderman Boyd.—"This is a most interesting paper. The taxation question is one of very great importance to the proprietor, and when the rolls are made, and the bills are sent out, that is the time when we get in touch with the electors, and it is one of the most important problems that municipalities have to deal with. In Montreal within a week or two, we will have a constant stream of people complaining of the taxation on property which they own being more than that on properties a few doors away. They say, 'We are assessed so much, and so and so just a few doors away is only assessed so much, how do you get at such a valuation?' The assessors tell them that they investigate the returns in the registry office, watch sales, and try and find out by every means possible some basis for the valuation of property."

Sec-Treas. Sampson.—"The basis of assessment should be the price a willing buyer is prepared to pay for land and that a willing seller would accept for land. The only value would be what a reasonable tenant would pay and what a reasonable landlord would accept."

Mr. Ryan.—"I have property assessed at thirty-five cents a foot in Three Rivers, but I would not sell it at \$1.00."

Mr. Sampson.—"All these things are made under reservation."

Mayor Hardie of Lethbridge.—"Are you advocating any system?"

Mr. Ryan.—"I am advocating a uniform system. I have looked up the Soanes system, and it seemed to me a good

system. You can get any system you like, call it Soanes or anything you like, but it should be uniform."

Mayor Hardie—"I am more or less responsible for assessments in our town. The Soanes system was one of the principle ones we studied. Our charter says that the valuation shall be based upon some valuation which is acceptable, some real value. The difficulty has been to establish what is the real value. We have tried for two or three years to find something which would be satisfactory to the people. We were getting worse, and we finally decided we would have a citizens' assessment committee, and these were taken from each part of the city, and each representative class of people, and we have an assessment which is considered applicable by the different sections of the people, and the fact that they themselves have appointed representatives and that their representatives have said what the assessment shall be, makes them satisfied with the assessment."

Mr. Ryan—"Don't you give the ratepayers a chance to have a discussion about it?"

Mayor Hardie—"We have given them every latitude to give at what might be called an equitable assessment. We find no system advocated by particular men as equitable."

Mr. Ryan—"Don't you give the rate-payers a chance to we have complaints all the time as to the assessment. The complaints are generally as to different of assessments between neighbours and on different classes of property."

Alderman Boyd—"The Board of Assessors will sit and hear complaints?"

Mr. Ryan—"Yes."

Alderman Boyd—"Mayor Hardie, how long has this worked in your city?"

Mayor Hardie—"This is the second year. This year there was only one appeal. Our rate is 32 mills, and our assessment \$12,000,000, that includes the general hospital debenture, and the schools, and all other taxation within the city. Eight millions is assessed for the schools. We contributed \$32,000 to the Patriotic Fund from subscriptions, this rate of ours includes everything. We have a Local Improvement tax which is practically included. We have our Public Utilities and charge for water. We have a straight tap rate according to the number of faucets. A ten room house would pay \$5.00 a quarter."

Mayor McIlvenna of North Bay—"I think that we have all received a certain amount of gratification from the paper of Mr. Ryan. Any gentleman who considers municipal matters of sufficient interest to give long hours to study of assessments deserves consideration from this Convention. I find the great solution for this problem is to have an assessor who will devote the same attention to the work of assessment that he would to any other avoca-

tion that he would take up for a livelihood. This year for the first time in the history of North Bay we had an assessment commission appointed. A Scotchman was appointed as assessor, and whoever is Scotch will appreciate the long-sightedness of those who are responsible for employing a Scotchman, because a Scotchman is in the habit of keeping the Sabbath and everything he gets his hands on. Since our man took the oath of office he has complied strictly with the law, and he does not give a hoot for anybody. He does his whole duty according to the Assessment Act, and that is not very bad. Every person in North Bay has the privilege of appealing from his assessment. Last year there were only seven appeals, five of them were decided by the Court of Revision and two went to the Judge. The Judge said, 'You have assessed these men too much'. You see he didn't assess them too little. In another case of a man who said that he was assessed too much, the Court of Revision said, 'If that man says he was assessed too much on that property, we will buy it from him at the assessment placed upon it'. So the solicitor of the man took up the offer of the Court of Revision, and so we got that property for \$7,500, although it was actually worth \$15,000. As far as North Bay or Lethbridge is concerned there is not much complaint to make of the way in which the assessment is made, but in these towns of the Northwest we have not the problems you have to solve. I remember four years ago I went to the Clerk of a town I was in at the time. I will not mention its name. I said to him, 'This should be a good city. Why on every block I see a church or an institution for the morals of the people.' 'Yes', he said, 'And the worst of it is we don't get any taxes on most of it. Do you know there are millions of dollars worth of property of that kind that is not assessed for a dollar.' 'No' said I, 'And as long as you leave it that way, it is good enough for you.' When this assessment business is up, I think the question of assessing church property should be considered. There are some churches in Ontario which refuse absolutely to be let off from their assessment. I think you should devise some scheme by which everything should be assessed and paid for just the same as others pay for improvements they enjoy."

Alderman Boyd—"You would refer more particularly to ask them to pay for fire protection, water on the streets, police protection, and the other services that every property gets."

Mr. Ryan—"In this Province the land of the large churches and schools cannot be taxed. In Three Rivers we tax the churches for local improvements, we tax them for water, and things like that. We don't tax property on which the tax is levied. We make the church pay for the water."

Alderman Boyd—"We do here."

National Preparedness

HON. ROBT. ROGERS
(Minister of Public Works)

Mayor Church of Toronto—Then gave a hearty welcome to the Minister of Public Works, the Honourable Mr. Rogers, who came representing the Government of Canada.

Hon. Mr. Rogers—"Mr. President, Mayor Martin, and Gentlemen. I take your presence here today as an evidence first of all of your anxious thoughts regarding the conditions of the past two years in which we have been brought face to face with stern realities, the like of which the Canadian people have never before been called upon to meet. The present war came when we were in the midst of our great harvest. For I am sure that I only tell you that which you all understand, when I say that from the Spring of 1914 the Government and the Parliament of Canada unaimously presented to the people of our Dominion the largest and most comprehensive programme of national development that had ever before been presented in the history of our country. Not only was that the condition insofar as the Parliament of Canada was concerned, but these conditions were parallel in every Province within the borders of the Great Dominion of Canada. Every local Government seemed to recognize the opportunity and the time, and prepared and presented for and away the largest programme of development that had ever been presented at any previous epoch in the history of Canada. The programme presented by the municipal orga-

nizations from one end of Canada to the other, was far and away the largest programme of municipal development that had ever before been presented in our Dominion. We were making greater progress than any similarly constituted people in any portion of the civilized world, but, we were met by this very sudden war cloud, which loomed upon our horizon like a rising storm cloud in the summer, and the scene changed. The change was so sudden and the task so imperative, that we forgot for a time what had happened to our civil progress, our ship of advancement and development within the borders of our own country. It was so sudden that our great tide of immigration which had been flowing to our shores, was changed in a night. The immigrant became a recruit, and our country in addition was denuded of many of its fine young English, Irish and Scotch lads, who had come to our shores to carve out homes for themselves and to assist us in the building up of our young nation, and let me say here, that in my humble judgment if there has been one feature of the trying conditions through which we have been passing from that period down to the present moment that was more appreciated than another, it was that fact that we have from the outburst of war until to-day, witnessed the very large response which has been made by our own native born sons who have gone to the front

NATIONAL PREPAREDNESS — (Continued.)

under our Flag. We have a right to be proud of that. We are proud of them, and we honour them for it, and we will continue to honour them for all ages to come. This condition of affairs had the effect of setting back our industries all over our country. Conditions have changed. A new set of conditions were presented to the Canadian people. They had to be met, and it is true that our industries, in a measure at all events, were rescued by the large War orders that came for munitions to be manufactured by the various factories and works in all parts of our Dominion. I would like to say a word here in respect to this matter that I regard as a very serious condition, and it is this. I am sure that you have all read a statement which was published the other day by the Munition Board of the City of Ottawa as represented by Mr. Flavelle and Mr. C. B. Gordon of this city, in which they draw the attention of the Canadian people to the fact that it was apparently impossible for them to have their orders for munitions filled according to contract and at the specified time. I am sure that you all agree with me when I say that I regard this as indeed the most serious condition of affairs. For, we must remember that we have 350,000 to 375,000 of the bravest and the best of our sons who have gone forward voluntarily to give their services to their king and their country, and in defence of your liberty and of your freedom and of my liberty and of my freedom. Now, how can these best and bravest of our sons succeed if we don't supply them with the necessary munitions of war, and surely we are not going to rest under the stigma that in this age of war we are going to fall short of fulfilling our duty in so far as we possibly can to render these gallant men every assistance that it is possible for us to do. It is true that peace has its victories as well as war, and those who remain at home to assist in the manufacture of the necessary munitions and to assist in the work of other firms incidental to the manufacture of those munitions, are performing a service to humanity equally as important as that of the individual who has gone to the front, although of course, not so spectacular and not so worthy of applause and of appreciation in the common sense of the term. But, I say again that peace has its victory as well as war. Unless those who remain at home to till the soil, produce abundant harvests in order that we may be able to send the staff of life to England, to France, to Italy, and to Belgium and to Servia, and to the allied world, the efforts of the fighting men would not avail. We have accomplished well and truly our duty in this respect up to the present, and I am satisfied that that duty will be fulfilled until the end of the war. But, Sirs, we are face to face with this serious condition, with respect to munitions. It is a situation that requires consideration at our hands, and consideration at the hands of this great and important assembly as representing all the municipal organizations from one end of Canada to the other. I say, Mr. President and Gentlemen, how can we stay here in the reflected glory of the achievements of our gallant sons who have gone forward, and who have as soldiers proved themselves to be worthy of the best traditions of the best. I say, how can we sit here in their reflected glory, and feel there might be something we could do that has not been done,—and according to the statement of the Munitions Board, there is evidently something which could be done, which must be done, which has not been done. We have hundreds of thousands of good able bodied men walking our streets who may not be fit and who may not desire to enlist, and go to the front, but surely they are capable of taking off their coats and assisting in the manufacture of war munitions in order that those who do risk their lives and go to the front will be properly supported and properly supplied. This to my mind is the serious condition of affairs which must be corrected almost immediately. The Government has adopted a form of general registration so that we will be able to list the names of individuals who are capable and who are physically fit either to take their places in the firing line or in the manufacture of munitions to assist those who are in the firing line. Gentlemen, with this organization and with union and co-operation we will finish the fight some day, in my humble judgment we will finish before very long. I am sure that you all agree with me when I say, that the allied powers owe it to civilization, owe it to the world, to see that Germany's unholy ambition is thoroughly humbled before the question of peace is even discussed. But, when that day that will bring us the blessings of peace, arrives, we as Canadians will then find ourselves again

beginning the upbuilding of our own common country, Canada. We have a country of great diversified conditions, and a great deal remains to be done. It will not do, to sit back and wait and prepare for peace after peace has come, that it did do for us to prepare for the war after the war had come. We have abundance of men in Canada who are neither physically fit to take their places in the firing line or who are not physically fit to go into the work of war munitions but they are the men best capable of fulfilling the task of assisting to prepare for peace. Why should they not now devote their energies not applicable to war conditions, to the great task of assisting in preparing Canada from the financial, industrial and commercial consequences which will follow the end of this great war, and which this war has let loose on all mankind. This can only be accomplished by the general and united action of every loyal citizen within the borders of our Dominion of Canada, and when we have this assured we will accomplish that great task, and with that energy we will prepare our plans which will enable us to take up promptly once again the task of making the Twentieth Century Canada's century.

We have no time to spare, and we should get ready at once. We should take advantage of the great opportunities which are before us. If we are to fulfil our duty, there is a great deal to be done, not alone for Canada, but for Great Britain, the Allies, and for the entire civilization of the world. The task which we have in hand can be described in one word, "Preparedness." It is to my mind an all important matter to the Canadian people. It is true that our industries will be disorganized by the shutting off of orders for war material and we must see to it that they will not be allowed to remain idle. We must get busy through industrial museums or some other equally effective means by which we can ascertain in every detail what manufactured articles can be made in Canada that we have been paying others in the past to make for us. We have an abundance of raw material, natural products, cheap powder and capable labour in our country, and there is nothing too intricate, nothing too difficult for us to undertake. In my humble judgment a few millions judiciously spent now in making this preparation and in educating the people, will give us many millions in wages and many millions in dividends through all future ages."

"Then there are the farmers of our country, the backbone of our nation. They are the first in the line of our forces to capture the immigrant. When the immigrant ships come laden to our shores, they are not filled with thousands of bankers, manufacturers or mechanics. We make no effort to induce skilled labour to come here. These ships are filled with thousands of prospective farmers. We must have practical demonstration farms, on which to place war worn Europeans who have an inclination towards farm life. When I draw your attention to the fact that we have in the three Prairie Provinces of Canada over three hundred millions of the finest land that has never yet been touched, you can realize how great are our advantages, how much we can offer to those who would like to take their part in the farm life of our country. We produced in these prairie provinces last year something over 800,000,000 bushels of the finest grain, and one of the advantages of the war—if you can call anything which comes from war an advantage—is that the grain has found its way into every part of the allied world, and has there won for itself the admiration and recognition of all those who have used it. I say that it is the duty of everyone, bankers, railway men, wholesalers, lawyers, doctors, to assist in preparing for the boom in population at the end of this war. In this way we can make our country so prosperous that it will not feel the obligation of our war debt. Fifteen millions of our people will carry lightly what would weigh heavily upon seven or eight millions, who are doing nothing to promote their national growth. Everybody will be immeasurably more prosperous and we shall not be compelled to stand by in envy and see prosperity after the war monopolized by our American neighbours, but we must realize that the industry and skilled population of Europe are being taken from the settled dwelling place of past centuries, that at the close of this war there will be flung into the outer world, like so many swarming bees, and the question will be for them where will they find new hives. The neutral nations will have their hive doors open and very attractive will they make them appear, but I am satisfied that we in Canada possess the most promising hive of any part of the civilized world,

NATIONAL PREPAREDNESS — (Continued.)

and it remains for us if we are energetic, united, determined and faithful to our duty and responsibilities, and to our desire to assist in the upbuilding of a young and vigorous nation, then I say that we can act in this manner and unitedly and determinedly a certain grand and glorious success awaits the future development of our common country for all ages to come."

Mayor Burgoyne of St. Catharines expressed the great pleasure that he personally had taken in the address of the Minister of Public Works, and which he felt that all the delegates had taken. They all appreciated the difficulties which the Government had had to face at the outset of the war, and they all felt that they had met the situation in a way which challenged the admiration of all. They were all glad that the young men of Canada had answered the call in such large numbers, and that they had also helped so largely in munitions. The Minister had said that more help was needed in that direction. He would say for himself and the others that whatever plans the Government at Ottawa might make for the future employment and engagement in munition work of those who are not able to go to the front, would get the full approval and support of the people of Canada. There were large numbers of young women in every city who were ready to take their places if they were given the opportunity. In his own town the Women's Emergency Corps had taken the names of young women who were willing to enter upon work which would make it possible for others physically fit and of military age to don their uniform to fight for King and Country. He

felt that if their services were called upon for munitions work, they would be only too glad to respond. Municipalities of Canada from one end to the other would sustain the Government in any measure they took, and they would take up the burden falling to them. The great thing was to win the war. He was sure that the problems of peace would be met in the same way by the Government and municipalities and that they could look forward to an area of peace and prosperity the like of which the country had never enjoyed before.

Mayor Burgoyne then proped, seconded by Mayor Hardie of Lethbridge, that the Union of Canadian Municipalities renewed the expression of its determination to assist in every way possible the prosecution of the war to a successful conclusion. This was carried unanimously.

Hon. Mr. Rogers.—In the place which I occupy in the public life of our country I have one ambition, and I am hopeful to see my ambition realized at the close of this war, and that is to say a great national roadway constructed from the Atlantic to the Pacific. With union and co-operation we can accomplish this fact, and there was never a more favourable opportunity, than at the close of this war, when we expect to have flocking to our shores tens of thousands and hundreds of thousands of war-worn Europeans. They will labour on these highways, and get an opportunity to become acquainted with our ways, our climate, and our conditions. Afterwards I am sure they will be amongst the most prosperous citizens of the Dominion."

Mayor Church of Toronto. — "We were behind the Minister when he introduced the highway plan, we will give him all the assistance he needs again."

The Election of Officers for 1916-17 took place with the following results:

Hon. President:
T. L. CHURCH, K. C.,
Mayor of Toronto.

President:
LESLIE H. BOYD, Esq., K. C.,
Alderman, Montreal, Que.

1st Vice-President:
ALEX STEWART, Esq.,
Mayor of Victoria, B. C.

2nd Vice-President:
MAJOR T. J. STEVENSON, M. D.
Mayor of London, Ont.

3rd Vice-President:
W. D. L. HARDIE, Esq.,
Mayor of Lethbridge, Alta.

Hon. Secretary-Treasurer:
W. D. LIGHTHALL, Esq., K. C.,
Ex-Mayor of Westmount, Que.

G. S. WILSON, Assistant-Secretary,
Bureau of Information, Coristine Bldg.,
Montreal.

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Vice-Presidents:
1st, J. W. Nelson, Esq., Controller, Ottawa.
2nd, A. M. Edwards, Esq., Mayor of Galt.
3rd, J. G. Ramsden, Esq., Alderman, Toronto.
4th, W. B. Burgoyne, Esq., Mayor, St. Catharines
5th, James McIlvenna, Esq., Mayor North Bay.

BRITISH COLUMBIA.

Vice-Presidents:
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2nd, A. M. Tyrrell, Esq., Mayor of Kamloops.
3rd, A. W. Gray, Esq., Mayor, New Westminster
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NOVA SCOTIA

Vice-Presidents:
1st, F. W. Doane, Esq., City Engineer, Halifax.
2nd, P. F. Martin, Esq., Mayor of Halifax.
3rd, A. Roberts Esq. K.C. Solicitor, Bridgewater
4th, W. A. Richardson, Esq., Mayor of Sydney,

QUEBEC

Vice-Presidents:
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2nd, Robert Ryan, Esq., Alderman, Three Rivers.
3rd, E. Larivière, Esq., Alderman, Montreal.
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ALBERTA

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2nd, J. A. Carswell, Esq., Mayor of Red Deer.
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4th, T. M. Angus, Esq., Mayor of Wetaskiwin.

NEW BRUNSWICK

Vice-Presidents:
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MANITOBA

Vice-Presidents:
1st, H. Cater, Esq., Mayor of Brandon.
2nd, J. W. Cockburn, Esq., Controller, Winnipeg.
3rd, J. P. Howden, Esq., Mayor of St. Boniface.
4th, R. Forke, Esq., Reeve of Pipestone.
5th, C. E. Ivens, Esq., Reeve of Wallace.

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Vice-Presidents:
1st, W. W. Davidson, Esq., Mayor of Moose Jaw.
2nd, A. McG. Young, Esq., Mayor of Saskatoon.
3rd, T. W. Hutcheson, Esq. Mayor, Swift Current
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1st, P. S. Brown, Esq., Mayor of Charlottetown.
2nd, J. Jardine, Esq., Mayor of Summerside.
3rd, G. A. Aitken, Esq., Mayor of Georgetown.
4th, J. Paton, Esq., Ex-Mayor, Charlottetown

Official Organ

"THE CANADIAN MUNICIPAL JOURNAL"
Coristine Bldg., Montreal.

Bond Dealers' Association of Canada

The president (Mayor Church) then introduced a deputation from the Bond Dealers' Association of Canada consisting of Mr. William Hanson, of Montreal, President and Mr. A. E. Ames, of Toronto, Vice-President.

Mr. Hanson.—Our main object in appearing before you is to let you know the reason for the formation of the Bond Dealers' Association of Canada. It is only a few months old, but it is Dominion wide in its scope, in that practically every bond dealer in Canada has become connected with this association. Now, it has been hinted that the aims of our association may be somewhat inimical to the best interests of the municipalities of Canada. I want here and now to dispel any such idea which may be in your mind, and I think perhaps the better plan for me to follow is to read to you the objects of this association as they are set forth in the constitution thereof, viz:

(a) To promote the general welfare and influence of bond dealers, financial institutions, and investors generally, interested in Government, Municipal and Corporation securities, and to safeguard and better provide for their protection.

(b) To secure united protective action and to co-operate with Municipal and other Corporations in regard to legislation and methods of sound financing.

(c) To afford opportunity for discussion and personal exchange of views on subjects of importance to the financial and commercial interests of the Dominion of Canada, which affect the investing public.

(d) To afford mutual protection against loss by crime or through illegal or irregular action of Municipal or other Corporations in their financing, or through irresponsible dealers in investment securities.

(e) It is expressly declared that this Association is not formed for the purpose of affecting the price of Government, Municipal, or Corporation securities, or the sale or dealing therein, nor for the purpose of affecting legislation regarding rates of interest, nor to enable the members of the Association to form or effect combines, agreements or arrangements tending to affect the price of or the dealing in Government, Municipal or Corporation securities, nor shall the Association, at any time, discuss or take action upon questions which would in any way interfere with the free and untrammelled competition among its members in the business of buying, selling and dealing in Government, Municipal or Corporation securities.

I think that since you have listened to the objects and aims of our association, you will agree with me that there is absolutely no antagonism to the aims of the Union of Canadian Municipalities. Rather it seems to me that the two organizations have similar aims. I think that your own powerful association, and the bond-dealers' organization should work in perfect harmony and accord, and in co-operation for the very best interests of the municipalities of Canada. Of course, you will realize that as bond-dealers we stand in the position of intermediaries between the seller and the buyer. You must appreciate the fact that many of our clients rely upon us for advice as to the character of investments they may make. Therefore, we are naturally concerned as to the soundness of the security issued by municipalities generally for the investing public, and I can quite understand that very many officials of your municipalities may think us bond-dealers very critical in our demands for information regarding the finan-

cial position of the municipality. Whilst we are most anxious to know and ascertain the real facts for ourselves, you must understand that the investing public are becoming more and more critical in their desire to ascertain for themselves the facts and the statistics of municipalities whose securities we may recommend. As bond-dealers, before we recommend any investment we want to be sure that such investment bears the hall-mark of absolute security. When therefore we find that a municipality is mortgaged up to the hilt, you cannot blame us for hesitating somewhat not only in the purchase of its securities, but also in the recommendation of them to our clients. Permit me to say that the facts and statistics which the various members of our Association have gathered during many years past, often times at very considerable expense, are at the disposal of the members of this Union whenever they see fit. We desire to work in absolute union with your association, in order that your securities which have hitherto been highly prized by the investor, may become increasingly so as time goes on."

President Church.—"We are glad to hear this address, there are many high-minded bond-dealers' in Canada, and they are a very fair and patriotic body of men."

The question was then asked.—"If the municipality has bonds to sell, must it be submitted to the Association?"

Mr. Hanson answered, certainly not, but that in certain cases it might be in the interest of the Municipality to consult its Fiscal Agent, Mr. Hanson then introduced Mr. A. E. Ames, the Vice-President of the Bond Dealers' Association.

Mr. Ames.—"I regard the members of the Union of Canadian Municipalities as manufacturers, and those of our association as distributors. We are members one of another. You are manufacturers of securities and we are the distributors of these securities. In this time of hurly burly the greatest interest of everybody has been drawn to the great contest over seas, and there is danger of being a little careless about certain features of our existence at home, and we should be jealous that no stain should be placed upon the credit of Canada as a whole. I think it is likely that we went into the question of moratoria a little lightly and short-sightedly, and there is danger of some of our municipalities dealing lightly with their own credit. I don't wish to imply too much; certain municipalities by reason of their faith being larger even than their work, have got into such a position that it is very hard for them to meet their requirements, and it is well worth the while of your Union to arrange with the Provincial Governments that such limping municipalities shall be helped along, that crutches will be put at their command temporarily, so that they will be able to survive this time and reach the time when they can get along on their own feet. The special suggestion I have to make, partly as a time-saver and partly as the best method for dealing with such things, is that your body should appoint a committee, possibly made up of your executive,—or whatever you think best,—through which a committee of the Bond Dealers' Association could consult with regard to various kinds of legislation, which it might be desirable to get. Questions of collection of taxes. Municipal officers, I fancy, would be better equipped if there were some law under which taxes must be collected by the end of one year, so that it is not left to their discretion to be delayed according to influences which may to some extent be brought to bear upon them. There are other things such as the securing of uniform laws in the nine different Provinces of the Dominion. The great market for Canadian securities is the United States. The less explanation and complication there is in connection with the laws governing our municipal issues, the better. I have just one other word to say, and that is to ask you again to consider the great danger of allowing a stain to be placed upon the credit of Canada, which, if not indelible, would be very hard to remove. Certain bond-holders have represented, that there have been no failures in the payment of interest and principal on Canadian bonds. That is not precisely correct, but it is nearly correct, and it is most important for us to see that whatever such stains there have been in the past, there will be no more in the future. If there are such stains we will lose caste every way and you will get a much lower price for your securities."

INVITATION TO SPRINGFIELD CONVENTION.

Mr. Woodruff.—“I wish to extend a cordial invitation to every delegate and member of this Union of Canadian Municipalities, to attend the annual meeting of the National Municipal League at Springfield, Mass., November 23rd to November 25th. The City Manager’s Association will also hold its annual meeting there, and at least eighteen city managers will be present on that occasion, and there will also be held a meeting in the interests of municipal research. Various workers in that cause will hold a conference the same week. The Massachusetts Town Planning Association want all bodies of this kind or officials of city planning bodies, and others, covering all the various phases of civic life, to gather there.”

Mayor Dr. Young of Saskatoon.—“I would just like to say that we regard the Union of Canadian Municipalities as a very important organization. You would expect, therefore, that in such an organization, some better order should be observed about elections. We have felt that there was not sufficient opportunity given for discussion of what is in the best interests of the Union of the Canadian Municipalities. I think that you should have something in the form of a nominating committee which would take into consideration all the facts and the time and the place and the men. I give notice of motion that I will move at a future meeting that before the election of officers, a nominating committee shall be formed, which shall have the power to bring in not only nominees of the meeting but the time and place where the meeting shall be

held. In this way more consideration of these important matters can be obtained.”

The President.—“The election has been conducted in the way in which it has always been conducted. The delegates for the various Provinces have always adjourned for a few minutes in order to make out their lists of officers.”

Mayor Church then conducted the new President to the Chair.

Alderman Boyd.—“I thank you for the honour you have done me in electing me to the highest office in the Union. We are here in the general interests of Canadian municipalities. We are not here to be elected to office. We must have officers if we have a union. I am here in the general interests of the Dominion of Canada and the municipalities which go to compose it.

If we can get together annually, and get in touch with each other by correspondence, I feel that by that alone we do a great work for the municipalities of the Dominion. When the convention breaks up, I hope we can go away feeling that we know each other not only personally, but as municipalities, better, and that in Victoria you will have the biggest delegation that ever came from the East. I will do my utmost to see that all the municipalities in the east will send at least one representative. No doubt there will be momentous questions to consider next year, and we will want the advice of every member composing this large and important union, and I hope that before we have a meeting again we will have questions to settle apart from the difficulties caused by the war.”

Different Forms of Municipal Government Aldermen and Committees

ALDERMAN E. LARIVIERE, Montreal.

EVENING MEETING.

Chairman President Alderman L. Boyd. K.C.

The fifth Session of the Convention opened with Alderman E. Lariviere's address on Aldermen and Committees:

I have been invited to express an opinion on the most advantageous and practical municipal administration. This is a delicate and complex problem if considered in the light of the events which have, in the municipal domain, marked the last decades. It, however, becomes very simple if given its only natural and logical solution, that is to say, if the people choose intelligent, disinterested, well informed and honest representatives, who are free from all connection with cliques, all systems of administration will give satisfaction. On the contrary, if these representatives lack civic spirit if they only endeavor to flatter their electors, if they give more attention to their own interests than to those of their constituents and of the ratepayers generally, all modes of administration will be unsatisfactory.

This solution, however logical it may be, cannot unfortunately serve as a basis for a study on municipal governments, and although it is in itself an undeniable principle, is not always put into practice.

We will therefore limit ourselves to the existing conditions and I will try to find the best answer to this intricate question: “What is the best method of governing a city?”

In most of the large Canadian and American cities, the administration has been, for the past few years, entrusted to two bodies: Board of Commissioners and Aldermen. Has this change in the former system brought about the desired reforms, has it put a stop to the abuses for which past governments were blamed? Does the condition of municipal finances or the quality of public works or the efficiency of the service show that those who established this new mode of administration were right? I regret, Gentlemen, not to be able to reply in the affirmative. In certain places, the people are clamoring for a change of administration; and I may add that, three years ago, a delegation visiting certain American Cities, administered by two bodies, was told by several representatives, that this system was defective and gave un-

satisfactory results. These representatives, while not pronouncing themselves, as a body, against the established form of civic government, none the less freely expressed their personal opinion; and this opinion, as I already stated, was far from being in favor of the existence of a Board of Commissioners and an Aldermanic representation.

As regards the City of Montreal, I must say, Gentlemen, that the administration by a Council of Aldermen was so sharply criticized that the Legislature, in order to satisfy public opinion and to redress what was considered as an evil, deemed it advisable to establish a Board of Commissioners, presided over by a Mayor, without, nevertheless, abolishing the Council. Desiring to put to a serious test this new method and to remedy the alleged defects of the old system, it conferred upon this Board all administrative powers, leaving to the Aldermen only the right to legislate.

Yes, Gentlemen, the Board of Commissioners of Montreal has, since 1910, the entire control of the City's affairs; control over the finances, control over the staff, control over the awarding of contracts and the execution of public works, etc. What has been the result of this change? I do not hesitate to say, although I know that the Legislature thought that such a reform would be beneficial to the city, that this new system has in no wise answered public expectation, but, on the contrary, has given deplorable results. This is evidenced by the fact that during the past six years the debt of Montreal has doubled, the number of employees has trebled and the salaries of the latter have increased in a considerable proportion, as shown by the following figures:

Debt of the City in 1910	\$ 45,000,000
Debt of the City in 1915	\$105,000,000
Salaries and Wages, 1910	\$ 1,800,000
Salaries and Wages, 1915	\$ 4,500,000

These figures, Gentlemen, need not be commented upon; this extraordinary increase of our debt speaks for itself as does the excessive increase of the staff. There are certainly grave defects in the system and we will now try to find what are these defects.

In my opinion, the principal cause of the unsatisfactory results which the establishment of a Board of Commissioners has thus far given is the lack of knowledge of the matters connected with the civic administration in those who form part thereof.

ALDERMEN AND COMMITTEES—(Continued)

The other causes of the marked failure of this innovation are, according to me, as follows:

1—The physical impossibility for 4 or 5 men to attend to the extensive and important business of a large City;

2—The forced abandonment of a large part of the administration into the hands of the heads of departments, who have an interest in giving importance to their respective department, either by unreasonably increasing their staff or by executing permanent works on the largest possible scale, the importance of their service naturally implying the importance of their position;

3—The almost complete absence of relations between the Commissioners and the great majority of the employees, who are, nevertheless, under their control;

And I am not speaking here of the unavoidable differences of opinion existing between the Commissioners and the Aldermen.

Notwithstanding the contentions of those who are in favor of maintaining the Board of Commissioners, the administration of a large city cannot be compared to that of a private concern. It is true that important companies, such as the Grand Trunk Railway Company and the Canadian Pacific Railway Company, are administered only by a few men; but these organizations, are controlled by a certain number of shareholders, and all the efforts of those who manage them tend to realize the largest possible profits and to increase as far as possible the amount of dividends. On the contrary, the Cities being "bodies without a soul," each rate-payer considers he has the right to get his share of improvements, etc., in return for the taxes he is paying. The task is obviously too arduous for a limited number of administrators.

Moreover, the managers of large companies are carefully selected from among experienced men, while the Commissioners, whatever may be their good will, cannot, even in four years, become acquainted with the innumerable details of a civic administration; each Commissioner is in charge of so many departments that he cannot get familiar with the working of the machinery thereof and give each of them the attention it deserves.

I therefore come to the conclusion that the system is not good and I am of opinion that the management of municipal business should be entrusted to a Mayor and one body—whatever may be the name given to those of whom the same shall be composed. The number of these representatives should be proportioned to the population of the City administered by them and should, of course, be large enough so that the influence of monopolizers, schemers and other scourges of civic administrations, who, unfortunately, are now very numerous, may not be easily exercised.

The work should be divided between a certain number of Committees.

The Board of Trade, the Chambre de Commerce, and all the leading institutions entrust the administration of their affairs to Committees and obtain most satisfactory results. Why should not this system be applied to municipalities, and how is it to be assumed that four or five administrators can efficiently manage and supervise all the departments of an important city.

The chairman of these Committees might be elected by the real estate owners of the whole of the City, owing to the importance of their office and also in view of the paramount interest which the rate-payers have in supervising the expenditure of public money.

I also consider that the civic administrators should be subject to the recall law; the will of the people who elect their representative is supreme, and they have the right to replace those they consider as unworthy of representing them, on account of their incompetency or dishonesty.

In conclusion, gentlemen, I am of opinion that the ideal system of civic government is the system of representation by a Mayor and one body: Aldermen, Commissioners or others, forming a Council divided into Committees; and it seems to me that the number of representatives for such Cities as Montreal and Toronto, should be at least 24.

These few suggestions and remarks are based on my fifteen years' experience as an Alderman and are the result of the constant study I have made for the purpose of improving the City's administration system.

DISCUSSION.

President Boyd.—"I am sure this paper will be of interest to you all. Alderman Lariviere has had a long experience in municipal affairs in Montreal. He sat here while the Committee system was in vogue, and he has been on the City Council while the present system has been in

operation. I agree with his paper to a great extent. At first I was in favour of the Board of Commissioners and the Aldermen, but it has not been as satisfactory as it should be, but I think that some change will be coming in the near future. No doubt Toronto and Montreal could not adopt satisfactorily a commission form of government such as they have in Lethbridge. As Alderman Lariviere has stated, the tremendous amount of work that Montreal has to have done, could not be left in the hands of a few men. It could not be attended to satisfactorily. I think we owe a hearty vote of thanks to Alderman Lariviere for this paper. It opens up the first of a series of discussions on administration. The other papers to come this evening deal with the commission form and city manager form of government, and we will get information from them as well."

Mayor Hardie.—"He says this city should be ruled by twenty-four men. In that I probably would agree with him, but could not the work be divided up so that each of these twenty-four men would be responsible to the people?"

Alderman Lariviere.—"I think that one committee cannot fill the position very well. Municipal administration is not the same as in incorporated companies. There are so many details, so many employees who are trying to draw the most they can from the municipalities. I think you have experience of these difficulties, and Mr. Boyd too. That is why I do not think one body of administrators is able to do good practical work. There should be a number of committees."

President.—"I am against the committee system. I differ with Alderman Lariviere in that."

Mayor Hardie.—"He says that the salary list has doubled, trebled and quadrupled since 1908. Will he tell me how much the population has increased in the same time, and what extra duties were incurred that caused that increase of salaries?"

Alderman Lariviere.—"I suppose that there was an increase in the duties, but not enough to warrant them doubling and trebling the number of employees."

President.—"In 1910 the City proceeded to annex about nine outside municipalities. That is the cause of the increase in the salary list."

Alderman Lariviere.—"We increased the population but we increased the employees too. If I had more time I would show you that that does not make much difference. Let me take the year 1911 after those annexations were made. Mr. Pelletier has given me the reports of 1911. Since 1911 the number of employees has doubled, and the salaries and wages have doubled as well, and as I explained to you they doubled the debt. As Alderman Boyd says, we made some annexations. It is true we annexed about one-quarter more employees than they had before they were annexed. It seems to me that the first body of Commissioners in Montreal failed because, though they were honest and well intentioned, they had no experience at all in municipal affairs, and they were entirely controlled by employees. To me it seems that this is the principal reason for the increasing of expenses over the old scale."

Alderman Ryan.—"Do you think that if you gave the heads of departments some latitude, you would have a better service. When you engage a head of a department, and call him director or chief or what you like, he should be really the head of the department. I do not think that the aldermen should interfere with the men who are engaged. I think Mayor Church made the best suggestion, when he said that the key to good municipal administration was to get good men at the heads of departments, and to give them full confidence, and to allow them to run their department." In the City of Toledo, Ohio, there is a Council or Commission, the Mayor is the whole thing. He is elected for two years, and he is the administrative head. The aldermen only have legislative powers. You speak of your City Councillor as having been here twenty-five years and that he must know what is wanted in the city. The same should be true of the assessor, engineer, and treasurer. If you were to place more confidence in them, and give them charge of the department, they would show results and lessen the number of employees."

Mayor Stevenson of London.—"We had in London twelve aldermen elected from wards. We then changed to election from all over the city. We have now gone back to the ward system, with four controllers elected from all over the city."

President.—"That is practically our system."

Mayor Stevenson.—"We have four committees to work, three aldermen on each committee, and a controller on

ALDERMEN AND COMMITTEES—(Continued)

each committee as well, and everything which goes before the Council first goes to the Committee. They look it over and make a report to the Council. Then it goes before the Board of Control, and they also look it over and make a report to the City Council. The controller who is on the committee knows why the committee made such a recommendation, and the other controllers explain why the other committees have made their recommendations. Then the recommendation comes to the Council, with the report of the Board of Control. Therefore, there are eight men who know why these resolutions come up at council meeting. Before that we used to have council meetings lasting anywhere from three to five hours. The Council meetings now last just one hour, sometimes go into an hour and a half, and often lasting only half an hour. The resolution goes through without any trouble. Then in the different departments, they are made responsible. The Fire Chief is made absolutely responsible for his department. He hires and discharges every man in the department, and there is no person on the Council who can tell the Chief to take on such a man or to let such a man go. When he makes a promotion, he reports it to the City Council, and they confirm it so far as the paying of the man's salary is concerned. They cannot reject it or fire him. If the Chief says no, he cannot go. At one time our hospital was run by commissioners. They were not as good as the council. The Council has not had any trouble, and they have a surplus out of the estimates for some time.

The men on the utility commission absolutely make no recommendations. The manager of the utility makes all recommendations, hires, discharges. Nobody can interfere. We have now a pretty successful administration of civic affairs. The city council has built a railroad, the first of the hydro-radial system, running from London to Lake Erie, twenty-three miles away, and the city council appoints commissions each year to help run it. They rent it from the city council and pay \$20,000 to the city for the privilege, besides paying a sinking fund on the money borrowed. It was the first railroad of the kind in the province. We will pay all our sinking fund and interest on the loan, we also have a surplus on the loan. On the way it goes through the Town of St. Thomas, and we have many railroads forming traffic agreements with our civic road into the City of London. One road has more than trebled its business into London by coming to us. Where they made \$5,000 before they now make \$25,000. The City of London sells tickets the whole summer long from London to the Lake, 23 miles away, for 30 cents return trip to everybody. On that we run our own power and light, and we are running our own hydro system. We have our committees with a controller on each, and I think it is the best way. The heads of departments are absolutely supreme in their department, and there is no trouble in any department. The chiefs have entire control, and the municipal business is to that extent taken out of politics. They give the best of service. All of our departments are paying, and we have a surplus in every department in the city. Only the salaries are fixed by the Controllers for the heads of departments."

Straight Commission Government

W. D. L. HARDIE, Mayor of Lethbridge.

My first duty is to apologize for the brevity of this paper. Since the date I promised your Secretary that I would present a paper at this meeting our City's business has been of such a magnitude that I could scarcely get through it and I was entirely debarred from anything but unconscious thought on the subject.

It is not my intention to go into any elaborate discussion of all the phases of Commission Government but rather to give you a few details about that Form of Government and its working in the City of Lethbridge.

To start out with I may say that the Charter of the City of Lethbridge is the same in every respect almost as before the change from Councilmanic Government to Commission Government excepting that the first part of it has been worded to make it clear that Three Commissioners take the place of Six Councilmen and a Mayor, each Commissioner being elected directly by the people to the particular Commissionship he aspires to.

1.—The Mayor is Commissioner of Finance and Public Safety; the last of which embraces the Police and Fire Departments. The Charter describes him as the Chief Executive Officer and gives him considerable control over the other Departments as well as defining his own duties. However, the office of Mayor, as such, is practically eliminated excepting that he still holds the title and performs the honorary functions that are always attached to that office in Canadian cities. Salary \$4,000 per annum.

2.—The Commissioner of Public Works controls the general work of the City done under the Engineering Department and Public Building. He is practically the City's Chief Engineer. Salary \$3,500 per annum.

3.—The Commissioner of Public Utilities controls all income bearing Municipally owned Utilities. He takes the place of the Superintendent or Manager. Salary \$3,500 per annum.

The term is for three years in each Commission and has been arranged so that one Commissioner will come up for election each year.

The Civic Government in all its details is vested in the three Commissioners jointly. The Commissioners collectively form the Council for all Legislative purposes, and for the control of the general policy of the City's administration.

Each Commissioner is given a free hand in the management of his Department, subject to the general policy and legislative authority of the Council.

The population of Lethbridge has been between ten and eleven thousand since the day Commission Government came into effect so that the cost for the Commissioners is about one dollar per capita which is considerably less than the Mayor and heads of Departments cost the City under the other form of Government.

By concentrated attention and management the Commissioners Government saved large sums in operating cost and have saved their salaries many many times over in money transactions. In two years of Commission Government it can be clearly shown that \$300,000 have been saved which would have been impossible under the old form of Government.

The Charter does not go into any definition of a Commissioners duties further than stated in this paper, excepting in the case of the Mayor in which case certain duties are well defined but in the larger sphere he is not hampered by any extended definition of his duties.

But so far as each Commissioner's Councilmanic acts are concerned they are entirely governed by Charter conditions which are pretty much the same in the Lethbridge Charter as in any other City Charter.

Each individual Commissioner, and consequently the Council as a whole, is subject to the Recall.

The Recall consists of a petition presented to the City Clerk signed by 15% of the votes polled at the last just passed election. The City Clerk is required to present the petition to the Council which must order the election to be held not less than thirty days and not more than 40 days after petition is presented.

The Charter also provides for the Initiative through which the voters may by a petition presented to the City Clerk signed as in the Recall, but by 20% demand that a By-law presented to the Council if not conflicting with the Charter, be passed by the Council or failing such passage by the Council it must be submitted to the Voters.

There is also the Referendum. As I understand this in our Charter it is more for the purpose of referring matters to the Citizens about which the Council has doubts as to the wishes of the people, but it also gives the people the opportunity of demanding that any By-law passed by the Council, which it is competent to pass, be presented to the Voters for their ratification. This requires a petition signed by 20% of the qualified voters as in the Initiative.

The Referendum has always been required in Canadian Cities in the case of Money By-laws, so that it is nothing

COMMISSION GOVERNMENT—(Continued)

new in our Charter excepting that the scope is a little wider.

We have also the preferential ballot.

I have always thought though that it was a good thing for Commission Government in our City that the Charter did not go very deeply into the definition of the Commissioners duties because that would have relieved them much of direct responsibility in their offices. They could have laid failures to the Charter restricting the authority reposed in them.

As it is, our Commissioners had to get together the very first thing they did, to formulate an understanding as to just where collective responsibility ended and individual responsibility began. This was not quite so easy as it might at first be supposed, because all the Departments are so interlaced that in many cases each Commissioner is involved. For example, if the wages of one Department is dealt with the financial department becomes involved directly in book-keeping and other ways and all the Departments become involved by the question of wages that has been raised. This, then, even in minor cases of wage advances, must become a matter of policy and can only be dealt with in a satisfactory way by the Mayor-in-Council.

If a change in some part of the machinery is involved it is a matter of policy and can only be properly dealt with by the Mayor-in-Council.

The Current Years estimates are always dealt with by the Mayor-in-Council, under any form of Municipal Government but everything involved in running a City cannot be included in the annual estimates of either capital or current account. Much of it will arrive later and will have to be dealt with at the moment.

I think I have pretty nearly made it plain that "Policy" which involves the wisdom of the Council covers everything, practically and theoretically, excepting the everyday supervision and management of a Department, by a Commissioner who is responsible.

However, the Commissioner is not relieved by the action of "policy". Far from it. In fact it accentuates his responsibility inasmuch as it is his duty to see that his Department is properly represented in "policy".

If he fails to bring matters to the Council that should be brought there and duly considered and on account of his failure to do his plain duty his Department fails to meet its requirements, the direct responsibility of the failure falls on the Commissioner of that Department.

What I have just said applies to all the Commissioners but it is accentuated in the case of the Mayor, whose duties are a bit wider by Charter definition and very much wider on account of his responsibilities in the financial matters which involve all the other Departments.

Right here is one of the greatest difficulties. The Mayor has to assert himself in authority that may not be well defined or clear and that is objectionable to his co-Commissioners. He is responsible for the City's finance—there is no getting away from that and if his co-Commissioners are not very reasonable he may have to assert himself, in money matters, superior to the whole Council. This has never happened in Lethbridge. However, let us assume a case. Suppose the two other Commissioners got together and decided they would do certain things that involved expenditures that were a matter of "Policy" and out vote the Mayor. At the same time the Mayor was cognizant of the fact that it could not be properly financed. Here is a difficult situation—and the only thing he can do is forbid the work until the money is in sight, but the other Commissioners might use the City's credit until the bills were due and even after that because if the Mayor refused to sign the cheque they could pass a resolution authorizing other parties to sign. The Mayor has one other resource in requesting the Bank not to honour a cheque without his signature. Even then they might induce another Bank to take the account and honour the signature. However, the case is an extreme one and certainly not likely to happen in Lethbridge, but even in the extreme case it is no worse than the result could be in Councilmanic Government. In fact it could not be as bad as in Councilmanic Government because in that form of Government the Mayor or no individual has control over the finance.

As it is in Lethbridge at the present time if the Mayor presents a good case about the difficulty of financing his advice in the matter is final.

The Mayor manages the whole finance of the City and supervises its book-keeping, scrutinizes all accounts and signs all cheques which pay out money. In fact all moneys that come in and go out are directly under his eye. In this way the Mayor is like the other Commissioners responsible for the management and supervision of his Department and he cannot hide behind some binding rule or regulation, but the Charter has many conditions that add largely to his responsibilities in connection with financing but in this respect the other Commissioners are just as much responsible as he because of the legislation by Council that is involved. Again, for example, if Capital money has been received from Bonds sold under a certain by-law and is used for some other purpose than stipulated in said by-law, then the Mayor if he allows it is guilty of malfeasance. If the whole Council is cognizant of it they are all guilty of malfeasance and immediately it is pointed out they are automatically out of office. How many Councils are guiltless of this act of misconduct and still they go on in office because of the difficulty to show it up or because it cannot be attached to them directly.

I have perhaps already taken up too much of your time along these lines and will at once proceed to my concluding remarks.

No form of Civic Government can be better than the men in office and the time they devote to it. A great deal of stress should be laid on the latter part of the last sentence. The very best men may be elected to office but if they cannot devote enough time and thought to the duty involved they will do it but badly. I have been a member of different bodies where voluntary service ran the institution. After short or long meetings I have gone away, after having voted for something of importance with a feeling of dissatisfaction because I felt there had not been enough study given by me on my vote. Later I have found that my mis-givings were all too well founded.

The matter had not been clearly thought out and a blunder—a costly blunder, was the result. There are very few voluntarily managed institutions in the World that are not hampered with poor and extravagant management.

That statement includes Councils. My strongest argument for Straight Commission Government is direct responsibility placed on men who are paid an adequate salary to devote their whole time to the management of the City's affairs, without too many hampering strings such as are frequently attached to the other forms of Government.

It is a well known fact that where directors of a Company take as large a part, as a Council, does, in the management of its affairs it is never a success. "Too many cooks spoil the broth." It is the concentrated responsibility and liberty of thought and action coupled with ability that makes successful management.

This is the strongest argument and perhaps the most logical one for Straight Commission Government. It certainly has been borne out in Lethbridge, where this form of Government took charge when the bottom was clear out of the money bag and debts out-standing were very large and weathered the storm in such a way that it has the commendation of its neighbours, the approval of its bankers and the confidence of the Bond Buyers.

Discussion.

President.—"This interesting paper is really the first report at a convention of this Union of the new style system of administration. It is very interesting, more particularly because of the smallness of the number of commissioners and because of the manner of election. A man must elect to what office he is a candidate. I don't know of any other city having that particular form. It seems a novel idea, and perhaps you get better men to fill office when a man optates what particular office he desires to fill. The public has a better idea whether the men are better qualified for the positions they are running for. We are indeed thankful to you for the information you have given us. I for one would like to have him explain for some of the delegates what he means by the preferential vote."

Mayor Hardie.—"By the preferential vote each individual voter has as many chances as there are candidates for office. If you wanted me for mayor, you would mark me No. 1, if you could not get me, and you wanted some other man, you would mark him No. 2; if not him you would select another. So which ever one was finally elected, you would have some say in the matter. You are required to get over 50 p.c., of the total vote cast before you are elected to any office. If no candidate has 50 p.c., it is necessary to eliminate the last candidate, and his votes are added to the first. In that way you are sure to

COMMISSION GOVERNMENT—(Continued)

have an election. If there is still not enough the second last man is taken out. Although in one of my elections I had a large vote myself, I had to go to three votes before I was finally elected. This is not the same as proportional representation. You could not apply proportional representation to one office."

President.—"It would be interesting to compare the two systems, your system and that of Mr. Ross. I see Mr. Ross here and he will tell you that the two are not the same thing. Any person here can get a copy of the Spencer Hare Ballot by writing to Toronto University if they desire to follow the subject any further."

Alderman McLagan.—"For how long a period are commissioners elected in that case?"

Mayor Hardie.—"The first election the mayor was elected for four years, Commissioner of Public Utilities for two years, and of Public Works two years. One election was missed, so that the term will be three years, and election for one commissioner each year. The commissioners are not necessarily taken from the citizens of the city, but I do not think our city would employ anyone outside of it. It is not necessary that they should have had previous experience. Myself I have had over thirty years experience in the control of large stores, and I think you can very generally trust the people to get a good man. If given a fair show the people will exercise very good judgment."

Controllers and Council

J. W. NELSON, Controller, Ottawa.

Systems of municipal government for cities in Canada other than that of Mayor and aldermen have not been in use a sufficient time to permit of a pronouncement being made as to which is the best. All have their merits and their defects. The experiments of American cities have not helped much in this regard, but to some extent have had the effect of confusing the problem. But, it is in a search for improvement, in an effort to meet the demand of the ratepayer for something more satisfactory than the old aldermanic system, something that will assure to him a better management of the affairs of the city in which he lives and for the upkeep of which he pays, while at the same time retaining to him the protection of control by ballot, that these new systems are being tried. And while the perfect system has not yet been evolved, certainly a big advance has been made, particularly in the direction most desired — that of providing more business-like and responsible civic government.

In Ottawa we have tried the Board of Control and council system, and I think that perhaps the best way to discuss that system with you is to outline our experience with it, to point to what in my opinion are its strong features and to these that are open to improvement. Ottawa is one of the few cities in Canada where the system is purely board of control and council. The Ottawa system was introduced in 1908, the Mayor and four councillors being elected by the city at large and eighteen aldermen being chosen from the nine wards, two from each. All standing committees of council with the exception of the waterworks committee were abolished and their duties and powers taken over by the board of control. No change was made in this system until July 1 of this year when by special Act of the Legislature passed at the request of the electors expressed through a plebiscite, the waterworks committee was abolished and its functions transferred to the board of control. Now all city's affairs are attended to by the board.

Although, as I said, all systems, not excluding that of the board of control and council, have their faults, the people of Ottawa are better satisfied with the present system than the old aldermanic one. This has been evidenced by their refusal, through a plebiscite, to abandon the board of control system, and by their action this year in doing away with the remnant of the aldermanic committee system. The principal reason for this attitude of the people is, I think, that the board of control form of government gives them, in a measure at least, two of these things which they desired: Representation that is more responsible, and closer attention on the part of their representatives to the business of the municipality.

Under our system, the City Council is becoming more legislative in its functions, while the board of control is attending to the executive work. The relationship of council to the board is much the same as that of parliament to the cabinet. Recently it seems to me there has been a growing tendency on the part of members of council to favor this arrangement, due, I think, to a better realization of the advantages of the board of control system. Aldermen are looking to the board of control to transact the business of the city, reserving to themselves in council, the right to act as a check on the board, a safeguard against mistaken or questionable action.

Under such an arrangement good results should be ob-

tained if each body does its duty properly. The people expect from the controllers greater attention to the business of the city than could be expected from the aldermen. In offering himself for election the candidate for the board of control must be prepared to give this attention. In Ottawa the board meets twice a week, while hardly a week passes that one or more special meetings are not held. Most of the members of the Board are attending to civic business every day.

In order to make possible closer attention to the affairs of the city the board allots to its members special supervision of the various departments — one member gives special attention to city finances, another to the engineering and works department, another to the water works, etc. Although this arrangement is entirely unofficial, it works out satisfactorily. The controllers have no individual authority over their departments, but they hold themselves to a large extent responsible to the electors for their administration, and are therefore more interested in good management. Through this arrangement, also, the board is better able to furnish explanations to council, by which body all its reports must be approved, on points that may be questioned. In the absence of such full and satisfactory explanations, the reports of the board are liable to meet with a disastrous reception at the hands of council.

This brings me back to the part taken by council under our system. The controllers, if they have their work well done, do not hesitate to meet a critical council, providing the criticism is intelligent. I said it is a large part of the duty of council to act as a check on the board of control, just as parliament must be a check on the Government. An intelligently critical council is also a spur to the board. Knowing that their actions and their reports will be closely scrutinized by council, and that note will be made of what is left undone as well as what is done, the controllers are kept on their mettle so to speak.

By our system therefore the controllers, the men who are conducting the city's business, are held closely responsible. They are responsible to council, to which body they must submit their actions twice a month, and they are responsible to the whole city. There can be no question in my mind as to the desirability of this latter responsibility as against the old aldermanic system where the members of council had to report only to their particular wards. The controller must answer to all the electors and ratepayers every year. If his actions have not been what they should have been the people will put him out of office. Under the aldermanic system the men in charge of the city's business might be unsatisfactory to nine-tenths of the city, and yet have sufficient influence in their own wards to secure their return to office. This is strikingly demonstrated by the fact that the lowest vote for a controller polled in Ottawa last January was 4,800, while the lowest vote for an alderman was 244.

However, one can have too much of any good thing, and as I remarked at the outset, there is good and bad in all. I have dwelt on the importance of the fixed responsibility in municipal government which our board of control system insures. There is one drawback in this, and it stands in the way of the best municipal management. The controllers have to go before the electors every year, and in Ottawa as in other cities, it sometimes takes a very little

CONTROLLERS AND COUNCILLERS—(Contd.)

thing to cause their defeat at the polls. For this reason the controller if he desires to continue to serve the city, must have one eye turned throughout the year to the next election. If every elector were closely informed on civic matters and influenced only by the city's interests rather than by individual interests, this would be alright, but, as it is, if some action of the controller displeases a section of the electors, even though such action may be to the advantage of the city as a whole, the result may be his defeat at the polls. It is impossible for any person holding a public office to go through a year without displeasing, not merely one, but several groups of people. The services of a good public representative may thus be lost to the municipality, while any policies he may have been carrying out must suffer through the change. At the same time there is always the temptation before the holder of the office to protect himself by avoiding the displeasure of these interested electors.

This difficulty could be largely overcome, I think, without losing to the electors their control of affairs, by having the controllers elected for two years instead of one. The best plan, to my mind, would be that of having both the controllers and aldermen—and, of course, the mayor—elected for a two year term, with an election every year for two of the four controllers and one alderman from each ward. Thus, if a civic administration were unsatisfactory the electorate would still have it in its power to change it each year.

On Aldermen.

Such a plan would make for continuity of policy and provide a more experienced public service. It would also inspire the members of the board of control to the giving of better service to the city. Annual changes in civic administration stand in the way of the business-like conduct of municipal affairs as much as anything else, I think.

Better results would also be obtained if the board of control devoted more time to the business of the city. The more thoroughly the board of control performs its duties and the more closely it attends to city matters, the more will the city council be able to abandon detail work and give its attention to watchfulness and intelligent criticism. And with the detail work taken off the hands of council a better class of men should be secured for that body. It has always been hard to persuade business-men to accept municipal office, largely because they have not the time. With the board of control doing the work and council having only to give sufficient attention to see that it does it properly, business-men could find time to sit in council.

There are other features of our system that might be

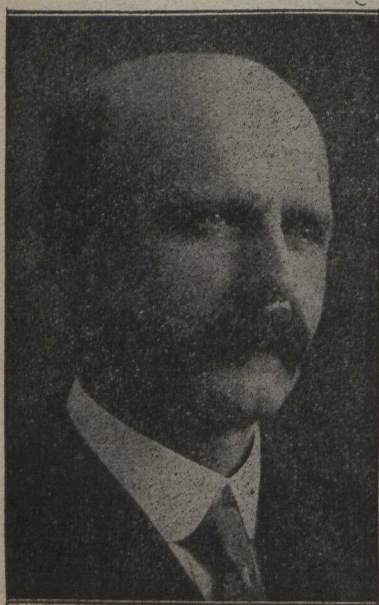
discussed. There are other parts of it that doubtless might be improved. But I have touched on what to me seem the most important points, and I believe that with a few minor changes, the board of control and council system will compare very favorably with any other system.

President.—"Your system is a good deal along that of the lines of the City of Montreal. Here they are elected for two years. It hardly gives a man a chance if elected for one year, then have to go before the people again. Last year at the Legislature there was an attempt to make the election every four years. I think that would be too long. I believe the people have the right to express their opinion every two years anyway. If they are elected for four years the people's representatives might not be so careful if they know they will be in for four years in any case. Apart from that, our system is practically the same as yours. At the last session of the Legislature there was a change by which the controllers and alderman will have to go before the people together in 1918. Before that two controllers went out every two years, so that there were always two old men to instruct the two new men coming in. I don't know whether the Legislature has in its mind that there will be a general change in administration or not when they made this change. Our board of control and aldermanic system has worked fairly well, but at times there has been friction between the two bodies. Sometimes the friction has been for the good of the city, but in other instances some of the aldermen felt that they had lost their power, and so they were not favourably disposed to the control. When the number of reports coming before the Council of Montreal are considered of the thousands we pass very few are rejected, and it takes a two-third vote to amend. We may by a majority vote reject but to amend has never been attempted. In most cases it has been satisfactory, but in some instances there has been feeling between the controllers and aldermen. With a large city like Montreal a government composed of two bodies must necessarily find itself faced with questions where the alderman and controllers do not see eye to eye. In many instances that would be for the good of the city, because when things come before our council of 20 aldermen, it opens the door for animated discussion, and in many instances reports from the controllers have been discussed in our council and the discussion has been distinctly for the benefit of the city at large."

Controller Nelson.—"Most of the trouble with the aldermen in Ottawa was over the question of patronage. We have practically eliminated that. We have a new commissioner of works. That man was brought there by the Board of Works, and there is not a man in the City of Ottawa who interferes with any man in his department, or who he has under him."

Manager Form of Civic Government

ALDERMAN P. W. McLAGAN, Westmount.



The position, which is rapidly becoming the profession, of city manager, is just a further step forward from the Commission or Controller system, which, in turn was the outcome of the impossible conditions of graft and mismanagement which had become characteristic of the old method of administering civic government in all details through committees of aldermen.

The history of this reform movement is well known to all students of civic government, but it may serve the purpose of the present discussion to restate it briefly. Up to the year 1900 the method of administering civic corporations by committees of alder-

men was practically universal on this continent, with the result that city and town government had become a byword for mismanagement and worse. How could it well be otherwise, when the work was generally done in the leisure time of the aldermen, who had already used up the greater part of the day's store of surplus energy in the prosecution of their own business? Such was the general situation when in 1900 a disaster of appalling magnitude occurred to Galveston in Texas. A huge tidal wave rolled in from the sea and practically destroyed the whole city. The existing aldermanic system broke down utterly in face of the crisis, and the Governor of the State appointed a commission of citizens—five in number—to deal with the situation. Men selected for their proved capacity to deal with large administrative matters. These men tackled the problems of the ruined city with such success that the citizens decided unanimously to continue to entrust their civic affairs to the same or a similar body of commissioners. The example of Galveston was speedily followed by Houston in Texas, and later by Des Moines, which city adopted in addition what are known as the initiation referendum and recall provisions. The Des Moines amended charter formed the model upon which most cities which adopted the reformed system built their new charters, and ere long some 400 United States and Canadian cities had adopted the commissioners system of civic administration, although in many cases in forms more or less modified from the Galveston or Des Moines originals. In some cases, as in Montreal, a board

MANAGER FORM ETC.—(Continued)

of aldermen with legislative functions only was retained, along with the board of commissioners, the duties of the latter body being executive only. Generally speaking the change from civic government directly by Mayors and Committees of Aldermen to that by a small number of directly elected commissioners produced improvement in the economic character and quality of civic administration. There was much less apparent dishonesty, less waste, more efficiency. Especially was this the case where the Board of Aldermen was abolished altogether. The small number of the commissioners placed them more fully under the eye of the public than was the former larger number of aldermen. For the same reason a higher average quality of civic manhood was put into office. In most cases also city wards were abolished so far as the election of commissioners was concerned, which to a great extent eliminated the jealousy and wire-pulling of one part of the city as against another. But whilst matters became distinctly better, the new system has not produced, in at least many cases, the improved strictly business administration expected of it. It was hardly possible that it should or could. The commissioners are selected from amongst a city's own citizens, generally because of their popularity, or well-known reputation for probity, or for general business ability, as exhibited in the conduct of their own business; but very seldom because of fitness, from experience, or expert knowledge for the work of the civic department they are expected to administer. Moreover they seldom give their whole time to the job and are paid salaries which in meagreness compare with the partial nature of the time they give to the public service.

Furthermore, each is elected or appointed the independent head of his department, under no necessary obligation to consult with the heads of other departments, sometimes for private or public reasons antagonistic to each other, owing allegiance to none but the mayor, and sometimes disputing even that. The mayor himself is but a bird of passage, seldom trained to civic administrative work, and generally possessed of a business of his own to attend to as well as the work of the city. It follows that there is not, or is seldom, any competent trained authority capable of compelling the co-ordination and co-operation of the work of one department with another, and it needs little imagination to visualize the waste and inefficiency which must accompany the separate and independent working of the different departments of the same corporate whole. It is not matter of surprise therefore that the commissioners system, as generally operated, does not produce results to satisfy the average business man who chooses to investigate the matter.

But the spirit of reform is still abroad in the land, and in many places municipal reformers, instead of despairing, asked themselves why it was that the new system did not in all respects deliver the strictly business administration which was hoped for. A little cogitation brought the obvious answer. It was because the commissioners were not trained for the work they had undertaken, because in most cases they only gave part of their time to it, and because there was not at the supreme head of things a trained expert, who was on the job all the time. Because, in fact, the municipal business was not run in the only way in which it has been found by the age-long experience of men, a commercial business can be successfully run, viz., by the agency of expert officials throughout its departments, with an expert at the head of the whole, who gives his whole time to the work. The question was asked and studied—was there any fundamental reason why the system which had been found as a rule so successful in the management of business corporations, should not be equally successful when applied in principle to the management of municipal corporations? It was clear that both of them depended for success upon the economic and efficient handling of men and materials. Were there such radical and fundamental differences in the character of the two types of corporation that totally different methods must be adopted in order to produce satisfactory results in each? The chief difference appeared to be that whereas in a commercial corporation the fountain of authority resided in a body of shareholders who looked for results in the form of profits to be paid to them in money—in a municipal corporation the fountain of authority was vested in the citizen electors, who looked for results in good government, with all that is implied in that expression, to be obtained at a minimum of taxation.

That is a very important difference of course, but the more the problem was studied the more clearly it emerged that the desired results could only be obtained by expert and trained management throughout the corporation, including an expert chief executive, in whatsoever way such management could be obtained. Therefore, the question became narrowed down to what was the best way of obtaining this expert management. Should the chief executive head be elected directly by the citizens, or should he be elected by a committee, or by the time-honored board of aldermen? Must he be elected or selected from amongst the local citizens, or should he be taken from wheresoever the most suitable men could be found? These are important questions. Turning again for guidance to the experience and parallel of the commercial corporation it was found, of course, that the expert administrative head is selected by a committee of the shareholders, the Board of Directors, and that the first consideration in their view in making the selection is, as a rule, fitness by training and experience for the position he is to fill; his place of birth and local habitation being matters of secondary consideration. It needed little demonstration to show that this method is wise. It was clear that a large body of shareholders, and still less a large body of civic electors, is not able properly to canvas the qualifications of candidates for positions requiring special and expert knowledge and experience. And, inasmuch as ability to do the work required is, and should be, the first pre-requisite in a manager it seemed very clear that his place of selection should not be confined to any particular locality. Indeed one can see advantages in bringing a civic manager from another city. He would not be so liable to be the object of local selfish influence, and would bring to the service of his new city experience gained in another. It clearly emerged therefore that where a city decided to entrust the administration of its affairs to a manager it must elect a committee of its citizens to make the selection and appointment. This pointed to the retention of the Board of Commissioners, or Board of Aldermen, and raised the question of the definition of the functions which should be retained by it and those which should be delegated to the manager. Harking back again for guidance to the experience and practice of commercial corporations it is found that the practise of Boards of Directors is to confine their activities to what may be described in general terms as principles, policy and legislation, leaving it to their General Manager to carry out in detail their resolutions. Careful study seemed to dictate that similar principles of action should govern the relations between a civic legislative body and its chief executive officer. Therefore, it was concluded that under a manager system there should be retained the City Council, or Board of Commissioners with strictly legislative functions, and the duty and responsibility of the appointment of the manager, to whom should be entrusted all practical executive functions. Managers should be entrusted also with the task of selecting subordinate heads of department and all permanent officials. This is necessary, because a manager of men cannot be expected to produce the best results unless he has full control over his assistant officials. Should he abuse in any way this right of appointment, the City Council, or Commissioners have always a remedy at hand in their right to dismiss the manager.

Well, guided and influenced by considerations such as I have tried to outline, some forty cities in the United States and one or two in Canada, of which latter the City of Westmount is one, have appointed City Managers, and entrusted the executive administration of their affairs to them with, in almost every case, the best results, as proved by increase of efficiency and reduction of expenses in practically every department of civic activities. In all cases a council or board of commissioners has been retained, elected by the people, usually a small number, and usually elected by the whole city without division, whose functions are legislative—the making of by-laws, the fixing of assessments, the control of policy, the appointment of the manager and all matters belonging to legislation and general direction, but the execution of all resolutions of council and the general administration of the affairs of the city are left to the manager. It has not been easy to find men with the necessary qualifications, for the position is a new one in America. It has been necessary to look for them in the ranks of commercial employment, and it will always be necessary to pay equal to the remuneration obtainable in commercial life for equal ability. The City of Dayton, Ohio, tried to get Col.

MANAGER FORM, ETC.—(Continued)

Goethals, of Panama fame, and was prepared to pay him \$25,000 a year if he would have accepted. It will always be wise economy to pay whatever price is necessary to obtain the required ability and experience. We could all name cities on this continent, as to which it would be good business to pay \$100,000 a year to the man who could manage their business as a successful commercial corporation is managed. By the bye there will undoubtedly evolve a recognized and numerous profession of City Managers, who will find progressive careers in promotion from towns to cities, and from small cities to larger ones. That is the situation in Germany to-day, and German cities in most respects, are models of good government. Already the city managers in the United States have formed an association of their own and have held two annual conventions, at which municipal problems were most usefully discussed. Two universities, those of Texas and Michigan, have established definite courses of training for city management. It is true that only comparatively small cities in America have yet adopted the Manager plan. Dayton, Ohio, is the largest, with a population of some 116,000, and it has been urged in certain quarters that whilst the Manager system as outlined may work well enough in small communities it would never do for large ones, but I have never seen any attempt to demonstrate the objection. Can it be said that the problem of running a city, even of the largest, is a more difficult and complex one than that of running, say, a great railway system? I think the answer is, No. Both of them involve complex systems of finance, the making and maintenance and operation of miles upon miles of roads, and the employment of thousands of operatives. Yet the expert manager system is the only system we should think of employing in the management of railways, and it has been, as we know, on the whole a success. As a matter of fact, the expert manager system for cities and towns has never until recent years been tried in America. It is a fact that our cities, big and little, have been bossed by amateurs with, as we know, amateurish results. Civic departments have been staffed more or less by permanent experts, but their activities have been controlled and directed by amateurs, for we have never pretended to elect to the office of alderman or commissioner other than amateurs or worse. I think that is a statement which needs no demonstration. The expert manager system is new only in America. The plan has been in operation under various names in Europe for many years. In Germany, the profession of expert Burgomaster is thoroughly established, and is provided for in university training. German city councils advertise all over the country for candidates when they require a professional Burgomaster.

Well, Mr. Chairman, for all these reasons, which I have tried to detail, my plea and claim is that the proper system for the management of our cities is one by the agency of experts throughout all its practical operations, with a trained expert at the head to direct, co-ordinate and control. But, Sir, I do not pretend that it is in itself either fool-proof or graft-proof. I fear it is beyond the wit of man to devise a system that is fool-proof or graft-proof, unless it is keenly watched in its operation by the people who authorize it. What has been and is the initial curse of our cities and the despair of civic reformers is the callous indifference to the quality of his city government of

the average man in the street. He may grumble, and if you will excuse the slang, "chew the rag," about the evils of it, but he will not go out of his way to endeavor to effect a change, and the slightest excuse is good enough to prevent his recording his vote. No system will of necessity give us good government, with all that is implied in that expression, until the average citizen becomes as interested in receiving profits in the form of the general health, comfort and happiness of himself and his neighbors, and in the good reputation of his home town, as he is in receiving profits in the form of dividend cheques. A great statesman is reported to have said that "Eternal vigilance is the price of liberty." Equally so is eternal vigilance the price of good government.

Mr. McCorkill of Farnham.—"What is the difference between the old and the new systems."

Alderman McLagan.—"We used to meet at the city hall and spend two or three evenings a week there, now we don't spend on the average one. Then we had to study over the whole of the city government. Now they are all studied for us by the manager, and he can do it better than we can because he is on the job all the time. When he comes before us with reports he gives his reasons why he recommends same. Moreover this system assures co-operation between one department and another. The supreme head of a department formerly was the committee. That committee had to attend to the business of its private members all day, and during that time there was no one at the city hall to co-ordinate the city's efforts."

President.—"Anybody who has time would spend it advantageously by going to Westmount. It is the most beautiful city in the Province of Quebec, also a garden city. It is naturally a beautiful city from its location. Part of it is built on the slopes of our mountain. There are beautiful residences and broadways and sidewalks, and everything of that sort. The general layout is artistic from every point of view. There is a beautiful park system, and particularly on the top of the mountain it is one of the most ideal spots I have even been on."

Mayor McLivenna of North Bay.—"The remarks of the last speaker I am in sympathy with. Municipalities should be run along the same lines as our large corporations. One thing not spoken of is the idea of the councillors, not to do that which seems best to him in the interests of the municipality, but to do that thing which will bring him more votes at the next election regardless of what it costs the municipality, that is one of the great drawbacks to the successful service of councillors or controllers, or even perhaps the mayor. Their first care is to do those things which would succeed in getting them more votes. Generally speaking the man who thinks most independently for the people and with a certain measure of independence, is the man who is rejected at the next election because he does not cater to the voter. I believe the time is coming, and I am sorry the matter was not dwelt upon more, when we will have taught the people to eliminate ward politics and the habit of catering to the voter for the vote's sake, and to cleave to the man who is bold enough to have his conviction, and to do his duty fearlessly regardless of what the results will be at the next election. I trust that members will take the position of this convention, and tell their people when they return that they have learned this, that the whole sphere of the convention was to eliminate the man working for votes, and to support the man working for the best interests of the municipality."

The Ideal Form of Civic Government and Administration

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

The subject of this paper is one which has of late received considerable attention throughout the American Continent and while many forms of Civic Government have been placed upon the statute book, there is no one single form which has received general approbation.

Matters of vital interest to the welfare and future development of the Dominion of Canada depend upon the legislative and administrative work of civic government and unless municipal law and regulations are based upon expert knowledge of municipal subjects with some degree of uniformity and unless the administrative work of local authorities is economically and efficiently carried out the best interests of the Dominion will be seriously affected.

To show that civic government is not a subject which can be solved in the best interests of the country as a whole by individual local authorities or Provincial Governments it is desirable that some of the most deplorable results of the present system or lack of system of civic government should be realized.

The combined general debt of towns and cities throughout Canada before the outbreak of war was \$516,979,614 whereas the debt of the Dominion at the same time was \$335,996,850 and the combined debt of the Provinces \$178,570,412 or the total municipal debt exceeded the combined debt of the Dominion and the Provincial Governments. From these figures it will be realized that if a reduction in taxation is to be made, some effective remedy should be applied to the government responsible for the largest expenditure of public monies, i.e., the local authorities.

Another national waste is the enormous annual fire loss throughout the Dominion. During the year 1914 the total loss by fire was \$24,300,000 or nearly twice the amount of interest upon the Dominion Debt which in the same year amounted to \$12,893,505.

Local authorities are largely responsible for this loss as it is part of their duty to pass building by-laws and regulations governing the construction of buildings, but because of the lack of knowledge, a uniform system of building regulations and by-laws throughout the Dominion and a desire to build up a community as rapidly and as cheaply as possible, ordinary precautions against the spread of fire are not taken.

Another great national loss and for which civic government is again largely responsible, is the infant mortality. It is estimated that the average annual deaths of infants under one year of age (according to Dr. C. A. Hodgetts, Medical Adviser, Commission of Conservation) is 25,000. This figure can only be approximated as the registration of births, deaths and marriages is under Provincial control and owing to the divergent methods and the entire lack of statistics, a definite figure cannot be given.

There are many other channels through which an enormous sum of public money is allowed to run to waste for lack of experienced control, but the above examples should be sufficient to emphasize the necessity of an immediate reform of civic government. Before discussing an ideal form of government it will be necessary to shortly describe what civic government means and in what respect present forms of government have failed.

Mr. Yorath's paper on "Ideal Civic Government" was published in full in the July and August issues of this Journal, and a few copies of which are still left. These will be mailed to anyone making application.

Discussion.

President—"It seems to me that we have had very valuable dissertations on the various forms of municipal government. This is a very valuable paper, and when all these papers are published we will have a lot of food for thought. We will have lots of opportunities to study them, and of deciding whether any one form is the ideal form, or whether we can arrive at a combined form of government from suggestions given to us in the various addresses."

Test of Civic Government.

Mayor Cater of Brandon—"What is the test of good city government? We have had a number of plans put

before us, but none of them have given us the reasons as to why their particular system is the best. The papers have been excellent, but it seems to me that they lack on that one point. They do not make any comparison by which we may judge as to the best forms of municipal government. I am reminded of a picture of a missionary working in Africa, showing a number of men who were holding placards representing the different dominations, each placard stating that the church it represented was the only true Christian church. In front of these dozen men holding the dozen placards was a poor unfortunate African and he didn't know what to choose. There have been no comparisons here to show why one of the various forms of government works out better in one city than another. In my judgment there are three or four outstanding tests of efficiency. There are three or four main factors of city government. The physical health of our community which we may measure by our death rate, is one. There is an educational test which we may measure by the efficiency of our school work, and by the sufficiency of accommodation provided for children. There is a moral test which may be measured to a certain extent by the percentage of crime in our respective communities. There is also an economical test, which might be measured by the tax rate per capita of our citizens. I have just had the pleasure of comparing Brandon with Lethbridge. I think we were all glad to hear a paper from the Mayor of Lethbridge. I believe that municipal governments are too large and unwieldy. I think that fewer and better men would give us better administration. The City of Lethbridge has an assessment of \$12,000,000, and its rate for all purposes is 32 mills, thereby raising a fund of \$384,000 per annum for municipal purposes. Its population is, I believe, 10,000 people, or thereabouts, which means that the average citizen of Lethbridge pays \$34.80 per capita for the municipal administration for all purposes. The City of Brandon has a population of about 17,000, and the assessment is \$14,000,000. For all purposes, including local improvements, the rate is 35 mills. We raise \$490,000 for all purposes. That brings the cost of government per capita in Brandon to \$28.82 against \$38.40 in Lethbridge. That is just a test. It may not be true, but I want to convey to the convention just what we want to get at. Everybody has advocated his form of government as the best there is. There is no comparative test of actual results of the municipalities governed in the various ways. To that extent the papers fall short. We have no results to guide us as to which is the better form of administration."

Dr. Atherton—"As one who is not a member of the Union of Canadian Municipalities, but who has a decided interest unofficially in the study of these problems, may I register my conviction after listening very carefully through most of the sitting that I believe a duty is incumbent upon us of expressing the thanks due to the committee that arranged this programme. To-night has been admirable, and the programme has advanced logically from one section to another. There has been no overlapping. It has not been absolutely perfect, because we should not be here to study the various forms of government if we could get the ideal form. That is impossible to do, but we can get an idea by the study of the different papers as we read them. There has been a great deal of orderly thought in the discussions. The speakers have avoided touching other grounds, and we should give every credit to the organizing committee who arranged the programme. I hope that you will circulate your journal (Canadian Municipal Journal) more. I do not know any other journal going out to the people with information of this kind. There should be a greater effort than we see now to spread the right ideas as to municipal government, and I hope the forthcoming number of the Journal will go far and wide, and rear up a school of Canadian thought on this important matter."

Provincial Departments of Municipal Affairs

J. N. BAYNE, Deputy Minister, Saskatchewan.

WEDNESDAY MORNING.

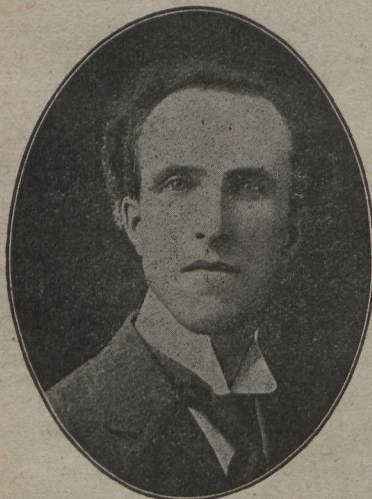
Chairman, President Boyd.

Mayor Cater—"It was felt that there should be more time spent in selecting the officers, and that we should always bear in mind the place where the next convention should be, and that the President or First Vice-President should be at that place to give valuable assistance in the preparation. We are all agreed on the selection of the officers yesterday but we don't agree as to the method used to elect these men. We think that first the place of convention should be decided, and then the officers elected, so that it would be convenient to make arrangements necessary to a successful union convention.

A resolution proposed by Mr. Ryan and seconded by Mr. Yorath, to the effect that no more than nine papers should be introduced at each convention, and that these papers should be sent to the Secretary at least two months previous to the annual convention of the association, and that these papers should be printed and copies forwarded to each member, was discussed at length. The proposal was that these papers should be taken as read at the Convention, and that all resolutions as far as possible should be presented at the Convention to be forwarded to the Secretary one month previous to the Convention, and that these also should be printed and forwarded to each member, and that ample time should be provided for the discussion of the papers and resolutions, and other suggestions for the welfare of the association.

The Chairman introduced Mr. J. N. Bayne, Deputy Minister for Municipal Affairs for Saskatchewan who gave a paper on

A PROVINCIAL DEPARTMENT OF MUNICIPAL AFFAIRS



Address given by J. N. Bayne, Deputy Minister of Municipal Affairs for the Province of Saskatchewan.

The Department of Municipal Affairs of the Government of the Province of Saskatchewan, was created on November 1st, 1908. It is on the same basis as other departments of governmental service, such as the Department of Public Works or the Department of Education. It has at its head a Minister who is a member of the executive council of the Province. Provision was

made in the act establishing the Department for the appointment of a deputy minister, inspectors and other necessary assistants.

With the exception of Manitoba—the oldest prairie Province-Saskatchewan was the first to have a department devoting itself exclusively to municipal work and interests. Its activities are close to municipal officials who are in ready touch with the Department. For instance, the latter examines certain by-laws from every one of Saskatchewan's six hundred and eighty municipalities and in this number is included seven cities, seventy-two towns, three hundred and four villages and two hundred and ninety-seven rural municipalities. The Department likewise assists each of the latter in compiling its assessment roll.

Since its inception the Department has been busy and as a result of hearty and public spirited co-operation on the part of the local municipal officials, it has had the honour of taking some part in the building up of a Province which is now the third greatest from the standpoint of population in our dominion federation.

In general it may be said that Saskatchewan's Department of Municipal Affairs exists for the supervision and assistance of municipal institutions in the province.

The organization and incorporation of cities, towns, villages and rural municipalities are assigned to it. Previous to the establishment of the Department, cities were created by special act of the legislature. Thus it was necessary

to withhold proceedings sometimes for nearly a year to wait for a session before action of the kind could be concluded and then the proposal, even when brought before the legislature, would be of interest probably to only a small section of it. Towns were made in a similar manner or by Order in Council arranged for through the Department of the Attorney General, while villages and local improvement districts were brought into being through the Department of Public Works.

For years there had been no provision until 1909 for the establishment of rural municipalities.

It appears that in many of our provinces today special legislation is required for the organization of a municipality or for the simple change in boundaries of one or more of them.

The above duties relative to municipal organization and to alterations in boundaries are in Saskatchewan delegated to one department, where by order or recommendation of the Lieutenant Governor in Council, results quite as direct and satisfactory are obtained as if more cumbersome methods were followed.

As already intimated, Saskatchewan's Department of Municipal Affairs is in close contact with municipalities throughout the Province. In fact it cheerfully confers with them on all matters concerning their welfare. This is particularly so in regard to the younger or junior institutions where they find it costly and inconvenient to secure the advice of a solicitor. Volumes of blank or skeleton by-laws for rural municipalities and villages have been prepared and prescribed. This means a saving in legal expenses. Practically all the by-laws from these municipalities are required, according to statute, to be sent to the Department for approval before they are in force. This statement does not apply to cities and towns, nearly all of which enjoy the privileges of solicitors.

In case a town or city passes a money by-law which may be defective in some minor detail and is for that reason rejected by the prospective bond purchasers, such by-law may be "cured" by a certificate of validity granted by the minister of municipal affairs. Its wording which is clear and direct is as follows:

"In pursuance of The Town Act the minister of municipal affairs hereby certifies that the within by-law is valid and binding and that its validity is not open to be questioned in any court on any ground whatever."

This certificate has meant for several towns and cities the saving of much expense and time for in its absence many money by-laws would have to be submitted the second time. In fact this was the case previous to the creation of the department. Debentures issued as a result of one of these validated by-laws are countersigned by the minister.

To the Department of Municipal Affairs is promptly sent after each municipal election, a list showing the elected councillors, reeves or mayors, as well as the secretary treasurer, thus in one department a complete list of municipal officials is compiled. A printed statement of the Province's city and town clerks, secretary treasurers of villages as well as their chief officials, is issued regularly and made available for the public in convenient printed form. A municipal map showing the exact limits of each rural municipality and the location of those classed as "urban" is also obtained. Any ratepayer, no matter where he lives, can secure direction from the Department of Municipal Affairs as to the proper office to which he should make inquiries regarding his assessments. In comparatively young provinces such as Saskatchewan, this is important, for people from practically every civilized country in the world are interested financially in its fertile lands.

The existence of the Department of Municipal Affairs means a high degree of uniformity throughout each class of municipal organization. Saskatchewan has grown by leaps and bounds since the Province was created on September 1st, 1905. It has absorbed people from the older provinces of the Dominion, from practically every State of the American Union, from the British Isles and from nearly all the countries on the European Continent, to say nothing of several from Asia, Australasia, and South Africa. Ideas and ideals of municipal government in many communities were almost as numerous as the ratepayers themselves, hence the necessity of having a department organized to assist in studying, expounding and applying simple and uniform principles of local self government.

PROVINCIAL DEPARTMENTS—(Continued) —

Uniformity in the conduct of municipal offices is assisted by instructions given direct from the Department and by having municipal inspectors visit the office of each clerk or secretary treasurer at least once every year. These inspectors make a report on conditions as they find them. The visit may be made at any time of the year. The inspector does not supplant the auditor who has been hired by each council, but the former makes a general inspection and reports among other things as to whether or not the work is up-to-date and conducted on business lines. If a local official is found to be persistently neglecting his work, power is given to the minister to have such encumbrance removed and the proper person installed. Among other features which are examined by a municipal inspector when he calls at the office of a municipal clerk or secretary treasurer, are the following:

- 1st.—The total amount of the assessment?
- 2nd.—The general rate in mills on the dollar?
- 3rd.—The total debenture debt?
- 4th.—Have all debenture payments due been covered by deposits?
- 5th.—Is the system of accounting sufficient and reasonably uniform with that prescribed by the Department? If not what books or forms are required to complete the system?
- 6th.—The period during which the secretary has held his position?
- 7th.—Has he given security for the faithful discharge of his duties?
- 8th.—Are all funds banked?
- 9th.—Are all payments made by cheque?
- 10th.—Is there any financial statement due but not issued?
- 11th.—Has the secretary treasurer ample fire protection for his books and records?

In addition general remarks are in order and the conduct of the office is usually classified as "good", "fair" or "bad." Thus it is possible to check up the progress which one may make who is classed as "fair" during the course of a few months. The inspector makes a report in duplicate to the Department. One of these is sent to the chief official of the municipality, while a letter commenting on the finding of the inspector is invariably sent to the secretary himself who is informed that a copy of our official's report has gone forward to the mayor or reeve.

Uniform municipal accounting is a subject on which much has been spoken and written. It is indeed a goal much to be desired. I have difficulty in seeing how it can be attained in any province which has not a department of the governmental service devoting its energies to municipal interests and activities. In Saskatchewan the Department of Municipal Affairs prepares and prescribes all books and records for each class of municipal organization. The books used, for example, in one town are identical with those in all other towns. This statement does not apply to our seven cities for the reason that before the Department was formed most of them had installed at considerable but no doubt reasonable cost, systems of accounting on the suggestion of capable chartered accountants which although not wholly uniform, gave practically the same results so far as showing important statistical information is concerned, and in submitting to the ratepayers a concise statement of assets and liabilities, revenues and disbursements. The inspection at unstated periods by the inspectors from the Department assists very materially in maintaining uniformity in accounting and general administration.

Changes in municipal legislation are frequent. This fact, I understand, applies to every province and to every one of the United States. Particularly so is it true in those parts of Canada which are rapidly developing. Municipal legislation must be such that it meets changed and changing conditions. It is convenient for municipalities to have one department of the service which will receive and study their proposals for amendments in our municipal law. This is one duty of the Department of Municipal Affairs. Suggestions for alterations are presented often by individuals, oftener by practical municipal men and regularly by the Saskatchewan Municipalities. The latter represents the cities, towns and villages of Saskatchewan. At the annual conventions of the above bodies legislation is discussed, resolutions passed and presented in due time to the Minister of Municipal Affairs who gives them careful consideration and when adopted, presents them to the legislature.

Saskatchewan has large areas on its frontiers where local self government is not yet possible. Many other provinces are similarly situated. These sparsely settled areas are called local improvement districts. The work of assessment in them is carried on direct by the Department so that they may not be totally without the benefits of systematic taxation.

Time and the allotted space prevents me from continuing to deal with the advantages which may be secured from the existence of a Provincial Department of Municipal Affairs. I am at this Convention, however, for the purpose of making myself useful and if any delegate wishes further information on the subject with which I am dealing, I will be pleased to do my best to answer any question asked now or at any other time before the Convention closes and we depart from the city.

I will now devote a few minutes to a section of the governmental service whose interests are closely connected with those of the Department of Municipal Affairs. It is an independent commission similar to the Railway Board of Canada. I refer to the Local Government Board of Saskatchewan. It consists of three members each of whom is appointed for ten years and is removable only on address to the legislative assembly. Its independence of governments or political changes is one source of its strength. A board of similar name and purpose has been instituted in Great Britain since the year 1834 but naturally there its powers and jurisdiction are more extensive.

Before a city, town, village, rural municipality, school district or rural telephone company undertakes the issuing of debentures, application for permission to assume the indebtedness must first be made to the Local Government Board. When the proposal is brought before it, the board investigates carefully all circumstances in connection with the desire to undertake the permanent loan. The necessity of the proposed municipal improvements receives careful attention, as well as the capacity of the municipality concerned to repay the resulting debt. The possible or probable future of the municipal institution concerned is taken into consideration as well as its population, assessment, the present indebtedness and the general business capacity of the corporation desiring the loan. Too often have young towns and similar institutions looked on the future through rose coloured glasses and have seen in each of their respective centres a budding metropolis. Particularly so is this the case while a city, town or village may be at the end of the steel or the terminus which thus has a large area tributary to it. The restraining and moderating influence of the board has often brought about more serious thought on the part of the applicants for a loan which would embarrass the ratepayers concerned in the future. Many municipalities have admitted after more serious thought that it is better to walk well before attempting to run. The Board may reject the application to borrow money, it may reduce the amount desired or where conditions are bright, approve of the entire sum. A few of Saskatchewan's towns after a period that resembled a boom and before the Local Government Board came into existence at the beginning of 1914, borrowed not wisely but too well. No department of the governmental service would learn of the ambitious programme until the by-laws had been passed. For these few the burden has been heavy but none of Saskatchewan's municipalities has repudiated its debenture indebtedness.

The existence of a board of the kind inspires confidence in the prospective bond purchaser. He knows that the reasonableness of the loan has been carefully reviewed by an independent commission who has not been swayed by local colour or perspective. The result of its existence, which was soon felt throughout the Province, is shown in the fact that Saskatchewan's municipal, school and telephone debentures commanded higher prices than they would otherwise have obtained. The Board's sanction to a loan means that the proposal to borrow is neither hasty nor ill-advised. Let me cite one instance which I have in mind. A New York firm of investors bid for the debentures of a certain Saskatchewan city. A good price was offered but it was conditional on the city's having an audit made. A representative of the firm came to that city and after having examined the work and duties of the Local Government Board, caused his firm to withdraw the application for the audit as he deemed it utterly unnecessary and approved of the investment. Thus the city was saved the heavy expense of an audit and investigation which might have reasonably cost five to ten thousand dollars.

PROVINCIAL DEPARTMENTS—(Continued)

The Board assists in the sale of municipal debentures and extends help particularly to those junior municipal institutions which have had no experience in the bond or debenture market. Unfortunately advantage had been taken in some instances of the inexperience of municipal officials in regard to selling their securities. This condition, however, is largely a thing of the past. The Board withholds its authorization from a bond until it has knowledge that it has been disposed of on terms and prices which are advantageous to the ratepayers who will meet the annual coupons. Without going into further details it may be repeated that the existence of the Board has meant for Saskatchewan's municipalities better prices for their securities and a clearer and more businesslike system of handling debentures.

To the Local Government Board is delegated powers to restore subdivisions to acreage. The fact that some urban centres in the West were exploited by those who subdivided farm lands near them is so well known a repetition of the fact is scarcely necessary. It is now a thing of the past. Those who purchased for subdivision purposes often failed to meet the second payment on their purchase. Meanwhile the land had been subdivided and many lots had been sold to individuals. The tightening of credit which came even before the present war broke out, caused the lands to be thrown back in many cases to the hands of the original owner who was very often a farmer. He naturally desired his property to be restored to acreage in order that he might cultivate it and thereby get some revenue therefrom. The Local Government Board has been given power to assist in this laudable endeavor but it always has due regard to the titles which may have been granted or to any actual agreement entered into. It means that in many cases the owner of a single lot in a whole block is given the privilege of exchanging that lot for one nearer to the centre in order that the whole block may be returned to acreage.

At a recent session of the legislature additional powers were given to the Local Government Board that it might adjust where necessary the repayment of debenture instalments in order that the burden for the present might be lightened, but let it be said such rearrangement cannot be attempted until over sixty per cent. of the creditors have applied for an adjustment of the kind. Fortunately the Board has had very little to do in this connection for the municipalities in Saskatchewan having difficulty of the kind are very few. In fact the only ones temporarily embarrassed are a small number of towns. They are less than five in number and while we are mentioning this, I wish to state that nearly all the others, particularly the rurals, are in splendid financial condition. War conditions seem to help an agricultural province. Only two rural municipalities in the year 1916 have applied for power to borrow by debenture.

On the first of October next the local government board takes over important duties in connection with the sale of shares. This means that the financial standing of companies in Saskatchewan offering shares or stock on the market will be carefully scrutinized by the board before such companies are permitted to conduct business in the Province. The public will thus receive further protection.

I believe I have transgressed in extending my remarks to such length. Notwithstanding my efforts to condense and summarize, I have far exceeded my limit of time and space.

I thank the Convention for its attention to the foregoing remarks as well as for the privilege of being present at its profitable sessions.

Mayor Cater—"You draw attention to the fact that in Saskatchewan you have the power to cure defects in money by-laws by a certificate to the Municipal Commissioners. How does that work out? We have the same power in Manitoba to cure defects in money by-laws by a certificate of the Municipal Commissioner, but we found that many of the examining solicitors of bond-houses are not satisfied with it. It seems to me there should be some way of saving trouble to the municipalities. Solicitors of bond-houses will not always accept that as final."

Mr. Bayne—"We must always make a start, and bond solicitors are hired to pick flaws. A bond solicitor has to apologize for asking big fees. He will do everything possible to find some flaw. Notwithstanding their attack on the certificates at times, the system has worked out well. We have to use discretion in the department as to the by-law to which we attach the certificate. We cannot attach the certificate to last year's almanac and call it a good by-law. If the by-law says something shall be done outside the boundaries, of the municipality, no certificate will cure that. It is too vital. In our junior municipalities we give them a form of a by-law, and the local Government board assists them in forming all by-laws. The cities are so accustomed to preparing debenture by-laws, that we find they are seldom ever attacked any more. We find the certificate to be effective."

President—"We are much indebted for this able and instructive paper. Most of us are interested in seeing the provinces introduce a department for Municipal affairs. The matters treated of in this paper are very interesting, particularly the question of bonds, sub-division matters, and other matters affecting the vital interest of municipalities."

Alderman Munro, of Outremont—"With regard to Mr. Bayne's paper, I think it one of the most interesting papers which has been read before the convention. It affects every municipality from coast to coast, and I think that this convention should go on record before dispensing with the matter as making a recommendation to the different provinces to establish a local government board such as they have in the Province of Saskatchewan. The need for it is very great. The sub-division evil is a crying evil in every part of Canada from the Atlantic to the Pacific. The disease started in Mr. Bayne's province, but it spread very rapidly to the east and the west. Take the Island of Montreal. There are sub-divisions for miles around this city, enough for a population of ten or fifteen millions of people. We have not yet reached the 1,000,000 mark. Where the population is to come from that is supposed to fill up these fields, beats me to understand. As a remedy for these evils, I think that a government board would go a long way towards curtailing the activities of the sub-division artist, that Mr. Bayne has referred to. They are all waiting for the opportunity to start other sub-divisions not required, taking valuable land off the market, land that has raised vegetables, of different kinds to feed the citizens, and this land is now useless. Today the cost of living has been largely contributed to by the amount of valuable land taken off the market in this way than by most other factors. Produce has to be brought in from very long distances, and I think that this convention should recommend the adoption by the various Provincial Governments of the local Government board idea, which would control all matters not only with regard to sub-division, but with regard to municipal accounting and other important matters in connection with municipalities. A recommendation from this convention would carry great weight."

Teaching of Civics in Schools and Uniform Municipal Accounting

In connection with item 26 on the programme, which had been set for discussion on the teaching of civic government in public schools, there was considerable discussion. President Boyd gave as his opinion that there was not nearly enough of such teaching in public schools, and he asked the delegates present to state the situation in their various municipalities.

Mr. Bayne—"Our public schools do deal with these matters. I remember not long ago having submitted to me for examination a whole chapter on civic and municipal government which is appearing in one of our school books. If my memory serves me correctly, it dealt with the outlines of a municipal scheme, and likewise on the responsibilities of mayors, aldermen and others to the ratepayers. It is being taught in a primary way. There is no text book devoted to it, but it forms the portion of a book either prescribed or about to be prescribed in Saskatchewan."

Mayor Cater—"It is very much the same in Manitoba. The subject is referred to in a very general way in one of the school books."

Controller Nelson—"My experience has been that very little teaching on this subject is done. Now I am on my feet I would like to say something else regarding Mr. Bayne's paper. I was particularly interested in the point regarding the necessity of the uniformity of reports of cities. I have often sent to other cities to get their annual reports to look up some point I am interested in. I am not a lawyer, and I could not make them out."

Mr. Lighthall—"Do you think the lawyer could make it out?"

Controller Nelson—"Every city gets out its report to suit itself. I do not know that a city is bound to get out a report to suit anybody else, but if this association could send a blank form to get them to fill out with detailed information that would be available for other cities, it would be valuable. It is hardest work to follow out the report of other cities especially with regard to the cost and operation of work. I think that more uniformity would be of great assistance to the smaller cities and towns."

Mr. Ryan—"That would be remedied by having each province have a uniform system of accounting, uniform report balance sheet to show any information that may be necessary for bond brokers or anyone else. In one of the conventions, Mr. H. J. Ross made a very full and complete suggestion of a uniform system, but like many other things I do not think anything was done with regard to it. I think that each province should have a municipal department like Saskatchewan, and that that department should see that there should be a uniform system of accounting. I have had some difficulty in trying to get information out of the reports of other cities, some of them would need a Philadelphia lawyer to understand them. It is difficult to make a comparative statement of the tax rate in the different municipalities."

Mr. Lighthall—"In regard to municipal accounting and uniform statistics, all the delegates of this year cannot be expected to know what the Union of Canadian Municipalities did in this matter a few years ago. We took a great deal of trouble and gathered a great deal of information. The difficulties mentioned by the last speakers in gathering municipal statistics so that there would be a basis for comparing the efforts of one municipality with another, are very patent. Each has its own method of compilation of its figures, and when you compare the statistics of one place with another you find that there are a lot of things to allow for you know nothing about. That was a difficulty also found in the United States. Some years ago we took up that question, and we appointed a special committee on Statistics and Uniform Municipal Accounting which labored for several years, and which has never been actually dissolved. Mr. H. J. Ross, President of the Quebec Association of Accountants, was Chairman of that committee. A valuable resolution in the form of a full report from that committee was drawn up. The solution arrived at was as follows: In the first place you have to have a series of headings which would cover any municipality, if it gives a true answer, it cannot avoid answering in one particular way, and only in that particular way. For instance, what is the number of inhabitants within your municipality at the last census?

What is the amount of revenue which you took in last year for such and such a purpose? What for such other purposes? What amounts did you pay out for such and such purposes? If you take the business of a small community, a few questions will cover its position. With a larger municipality you find you have to extend the number of questions to get it covered, but there are a set of questions which will bring its whole position down to a fine point of clearness for statistical purposes. We found that we had to adopt some such method if we wanted to get things in good shape, but we also found that we needed another principle in connection with it. You must have a system of uniform municipal statistics in Canada so organized that we can compare the statistics gathered with those of municipalities in the United States. We do not only want to compare Montreal, Winnipeg, Toronto, Vancouver, Victoria and Quebec, with each other, but with Rochester, Philadelphia, Pittsburg, New York and such places, not to speak of the smaller cities. It was quite clear to us that we had to establish some system used in the United States. We knew that the National Municipal League, of which Mr. Woodruff is Secretary, and has been for years, had gone scientifically into this question, and that they had enlisted the sympathy and interest of the Washington Census Bureau. The Washington Census Bureau had studied the matter, and had produced a system for the United States. It had worked into the practice of a considerable number of the United States cities and other municipalities. We felt we would not go astray if we adopted their system. We were obliged to adopt it. We then made up our own set of questions and put them into a schedule, which was the essence of the report finally issued by the special committee of the Union of Canadian Municipalities. That report we then took to the Dominion Government and to the different Provincial Governments. The latter all hesitated to adopt this system, fearing that others might not do so. So we went, as in the United States, to the Bureau of Statistics of the Federal Government. The Census Bureau at Ottawa undertook to adopt our report and to send out general circulars to the various municipalities of the country. Several things delayed that. First, the death of the late Mr. Blue, Chief of the Dominion Census Bureau, who took a great interest in the matter. His illness and then death stood in the way of getting the Government aroused to authorize the sending out of the circulars. Not very long before the war, we brought the matter before the Chief Statistician, Mr. Grigg. Mr. Grigg also adopted the work and the Government were about to act when the war came on. We have not been able to do anything for the last two or three years, but you see that a basis has been laid. You might authorize us to take up the matter where we left off. The work done is not lost. The results are there, and as the goal is a most desirable one which we should all try to further, I would like to hear what the sense of the meeting would be."

Mr. Zeimann, of Preston—"I would like to say something with the regard to teaching of civic government in public schools. Will a resolution be sent to the Government? I understand Mr. Bayne to say that they teach it in Saskatchewan. I do not think they are doing their duty in the schools of Ontario. If any good is to come out of this resolution, it should be sent to the Provincial Executives of this Union for them to press upon their various governments. I find that unless these things are done requests sent on to the Government are pigeon-holed, because they do not seem to be good votegetters. In my connection with the Retail Merchants' Association, I have found that the only plan to get results is to go right to the Governments with our resolutions and sit there until we get a definite answer and know what is going to be done. I am glad to know that in Saskatchewan they are very energetic in regard to their Government. We must keep in mind when we pass a resolution of this kind, the necessity of following it up."

Mayor Hardie—"I have had considerable experience with the school question in Alberta, and my own opinion is that we should leave it alone. I think that the curriculum is overcrowded now. A little learning is a dangerous thing,

TEACHING OF CIVICS, ETC.—(Continued)

and it would be only burdening the curriculum which is not desirable at the present time. There are already too many subjects upon it. What Controller Nelson has said about the difficulty of acquiring knowledge of other cities' debts appeals to me. For three years I have been trying to find out what other cities are doing, and to compare our statements with theirs. It was a hopeless task, because we worked on different lines, and I think that it would be a good thing if we could have a uniform system adopted, so that cities of the same size and under the same conditions could be compared with each other. Lethbridge with all its utilities owned by herself, could not be compared with a city having no utilities. You could then only compare a small portion of the cities' administration. I undertook once to study the Toronto report, and found it the most hopeless task I ever undertook in my life. When I went to Toronto and got explanations, I did not find it such a hopeless matter. That is the difficulty of all these investigations. You do not know what the other man is driving at. I remember seeing a series of questions in the papers of Saskatchewan which had been gotten out by Mr. Yorath. I used these questions and answered them and put them in the back of my report, and I got more commendations on that than from anything else I have done in Lethbridge. It has simplified the audit so much that everybody said they could understand it. If there was a catechism taking up the particular form of accounts which would give estimates in a simple way that everybody could understand it at the back of the various reports, I think that it would be appreciated by the ratepayers."

Alderman Ryan—"I think the uniform system of accounting would overcome all that, because if you have a uniform system all the data will be in the system. If Lethbridge owns its utilities and some city does not, they can pass over that particular point, and they will take from the statement what is of particular interest to their own town."

National Bureau of Municipal Research.

Mr. Yorath here moved the following resolution:

WHEREAS matters of vital interest to the welfare and future development of the Dominion of Canada depend upon the legislative and administrative work of civic government and unless municipal law and regulations are based upon expert knowledge of municipal subjects with some degree of uniformity, and unless the administrative work of local authorities is economically and efficiently carried out, the best interests of the Dominion will be seriously and adversely affected;

AND WHEREAS the system of municipal government at present in vogue throughout Canada is so diverse that it does not conduce to experienced administration of municipal affairs and there is a lack of experienced direction; concentrated control and standardization of municipal statistics and information, resulting in the increase of taxation; the waste of public monies; the destruction of property, and a high infant mortality, as evidenced by the facts that,

- (a) the combined general debt of towns and cities throughout Canada prior to the outbreak of war, namely, \$516,979,614, slightly exceeded the combined debt of the Dominion and Provincial Governments;
- (b) The fire loss of \$24,300,000 for the year 1914 exceeded the interest and fixed charges of the Dominion Debt amounting to \$14,752,117; and
- (c) the average mortality of 25,000 per annum of children under one year.

AND WHEREAS having regard to the organization and conservation of internal resources which is at present taking place in the Allied Countries so as to meet the expected keen commercial and industrial competition between nations after the war, it is expedient that immediate steps be taken to prevent in the Dominion of Canada the waste of public money, the destruction of property, and the waste of human lives, by improving the system of civic government and the uniform adoption of up-to-date municipal methods.

THEREFORE BE IT RESOLVED that this Convention of Delegates to the Sixteenth Annual Convention of the Union of Canadian Municipalities assembled at Montreal, strongly urge upon the Dominion Government.

I. The necessity of appointing a Commission of Municipal Experts or to establish a National Bureau of Municipal Research, whose duty it will be to advise upon an efficient form of civic government and after taking the necessary steps for its adoption throughout Canada to systematize, investigate and advise upon all municipal matters.

II. The necessity of urging the Provincial Governments throughout Canada to establish Commission or Local Government Boards similar to the Local Government Board of Great Britain, whose duty it will be to supervise civic development and the expenditure of capital monies by local authorities within their respective Provinces.

At the present time, the Government has a commission of conservation, and they have recognized the necessity of conserving the municipal resources of the country inasmuch as they have appointed Mr. Thomas Adams as their Town-Planning adviser. While it is essential to have local government boards in all the Provinces, we want something further which will be the connecting link between these local government boards throughout the Dominion, and the work of that bureau or special commission would be to keep in touch with the most up-to-date methods of civic government and if any of the new ideas were likely to prove of benefit in Canada, such a commission would have the duty of bringing them to the attention of the various local government boards."

Commissioner Harris, of Toronto—"I think it unwise to adopt that resolution in the dying hours of the convention. There is sufficient material in these resolutions to keep this convention busy for several days. I would therefore move an amendment that it be sent to the executive committee, and that they be requested to report on this matter at the next meeting of the convention. For instance, we want to be shown that a local government board is desirable. We have had some experience with a board performing some such functions as the local government board would have, and the people of Ontario would not stand it for a minute. Our experience has been so bitter. It may be that in some place it would work well. It is a great subject, and I don't think that it will be hurt by being delayed a year."

President—"I think it wise because there is the question of infringing Provincial jurisdiction."

After some discussion, Commander Harris' amendment that the matter be referred to the executive committee to report at the next convention, was carried. There were some questions asked as to when the executive would meet to consider these questions. Mr. Lighthall stated that there is an annual meeting of the executive at Ottawa during the session of parliament at the time most convenient for the members. The last one had been in February. Mr. Lighthall also said that the officers of the executive objected strongly if an attempt was made to bring them together too often. In a union whose members were scattered all over the Dominion of Canada, it was advisable not to bring them together unless there was some serious or urgent piece of business at Ottawa. The expenses of travel and the long distances to go rendered anything else impracticable.

Mr. Wright suggested that a special committee should be elected by the convention to investigate and act on suggestions made at the convention with regard to municipal preparedness for the period after the war. Many valuable addresses had been delivered, and some means for action should be taken at once.

Mayor Beaubien, of Outremont, asked that the question of a recommendation to the Provincial Governments for a local government board would be again considered, and thought that it would help them in a great many of their municipal problems. He thought that a simple recommendation to the Government to instal some kind of department of this kind would be of great benefit, but President Boyd ruled that the matter had been disposed of and it was too late to discuss it.

Commissioner Harris also stated that he believed there were not five of the delegates who understood fully the functions of the local government board. He did not think he himself did, and it was therefore necessary to understand the matter fully before acting on it.

LOCAL GOVERNMENT BOARDS—Continued.

Mr. Lighthall pointed out that they had such a department in Manitoba, Saskatchewan and Alberta. The Province of Ontario had formerly promised that its present activities in that direction would be extended. Nova Scotia was about to adopt it. New Brunswick had a pretty good law on the whole, and Quebec would soon be the only Province in Canada which was not moving.

Alderman Munroe, of Outremont, did not think the resolution had been given the consideration which it deserved, and moved that the question be reconsidered.

Mr. Sampson said that, in England, such a board had been very valuable to the smaller municipalities in helping them to borrow money more advantageously than at the present time. The government department would be in a far better position to ascertain the financial position of these small local authorities than any other could. The President said he did not wish to stick to technicalities, but that he felt that the matter was already in the hands of the executive and it would report back. It was also agreed that the same committee which was to investigate this resolution would take up the question of municipal preparedness spoken of by Mr. Wright, and that the committee would have power to act on this matter because action might be necessary before the time of the next convention. The first, second and third Vice-Presidents, with the President and Secretary of the convention, and the first Vice-President of each of the Provincial Associations, will form this committee.

Votes of Thanks.

Motions of thanks to the Mayor and Council of Montreal for the accommodation given, to Mr. Lighthall and Mr. Wilson and other officers of the association for the attention paid to the different matters connected with the business of the association, to the press, and to those who had supplied papers, were passed.

Delegates Entertained.

The delegates were then entertained at luncheon at the Ritz Carlton Hotel by the City of Montreal. Afterwards they were taken for a ride around the city, visiting Lafontaine Park, and then being taken to the foot of McGill Street, where the Harbor Commission took them on the tug "Sir Hugh Allan" around to inspect the various harbor works.

RESOLUTIONS.

Moved by Mayor Cater, of Brandon.

Seconded by Alderman Ryan, of Three Rivers.

That the President with the First, Second and Third Vice-Presidents and the First Vice-President of each Province be the Executive Board of the Union of Canadian Municipalities.
Carried.

Moved by Mayor Beaubien, of Outremont.

Seconded by Mayor Edwards, of Galt.

That the Union of Canadian Municipalities urges on the Dominion Government the establishment of a system of Federal Labor Bureaux.
Carried.

Moved by Mayor Burgoyne, of St. Catharines.
Seconded by Mayor Hardie, of Lethbridge.

That this Union of Canadian Municipalities having heard the splendid address of the Hon. Robert Rogers, Minister of Public Works for Canada, hereby renews its determination to assist and in every way aid and help and sustain the Government of Canada in the prosecution of the present war to a successful conclusion.
Carried.

Moved by Mayor Young, of Saskatoon.
Seconded by Mayor McIlvenna, of North Bay.

That the Union of Canadian Municipalities in Convention assembled, earnestly recommends to all Canadian municipalities that at the close of the War:

1.—An adequate public reception be arranged for the local returned soldiers: if possible simultaneously throughout the Dominion.

2.—The erection of a proper local memorial in each city and town to those who have fallen.

3.—Absolute preference to returned soldiers in all public employments.

Carried.

Moved by Alderman Boyd, of Montreal.

Seconded by Mayor Stevenson, of London.

That the thanks of this Association are due and are hereby tendered to the retiring President, Mr. Thomas L. Church, Mayor of the City of Toronto, for the splendid service he has rendered during his occupancy of the highest office in the gift of this Association.

Carried.

Moved by Alderman Boyd, of Montreal. Seconded by Ex-Mayor W. D. Lighthall, of Westmount.

That this Union of Canadian Municipalities endorses the principle of it being the duty of the Governments (Federal and Provincial) to see to it that those Ex-Soldiers and Ex-Sailors who having served the Empire, and been honorably discharged, die in Canada in indigent circumstances shall be provided with a decent and honorable burial.

Carried.

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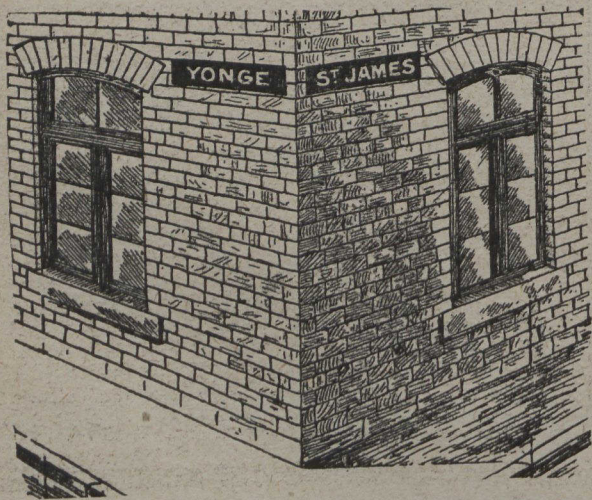
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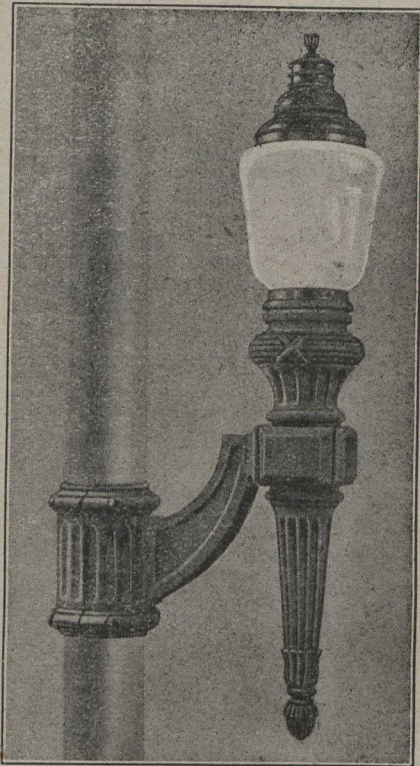


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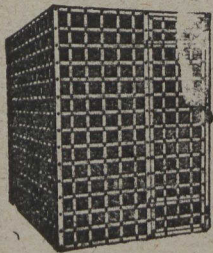
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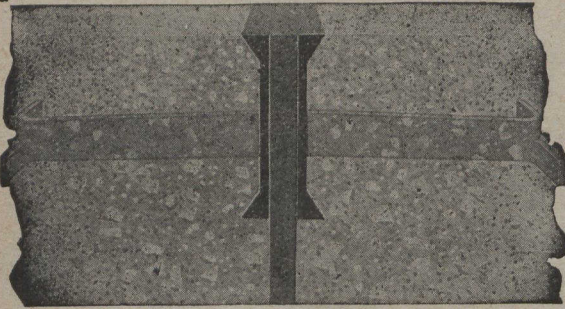
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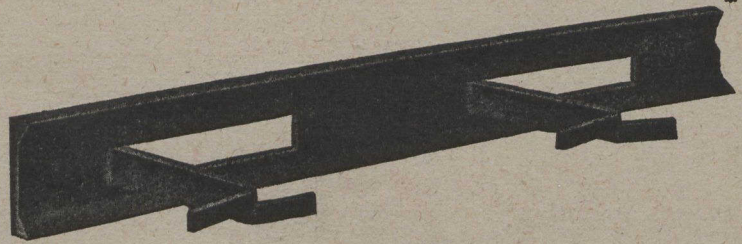
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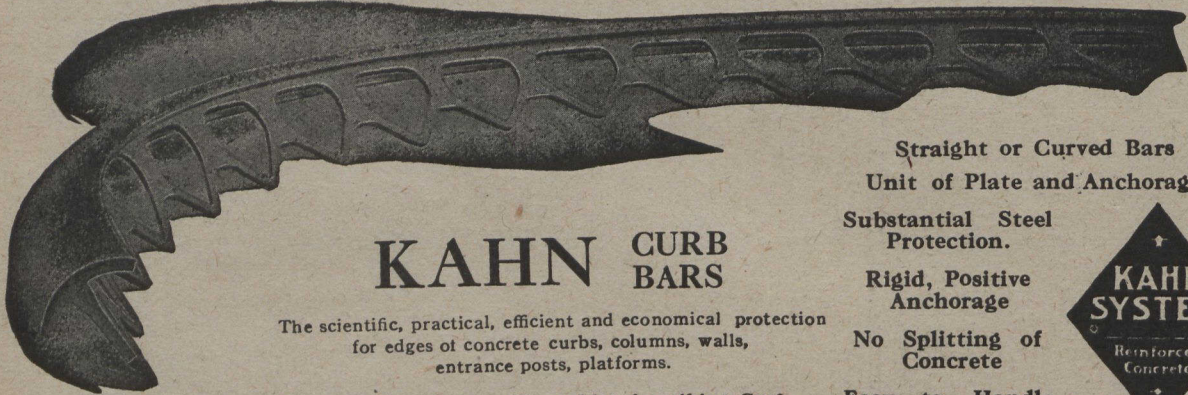


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