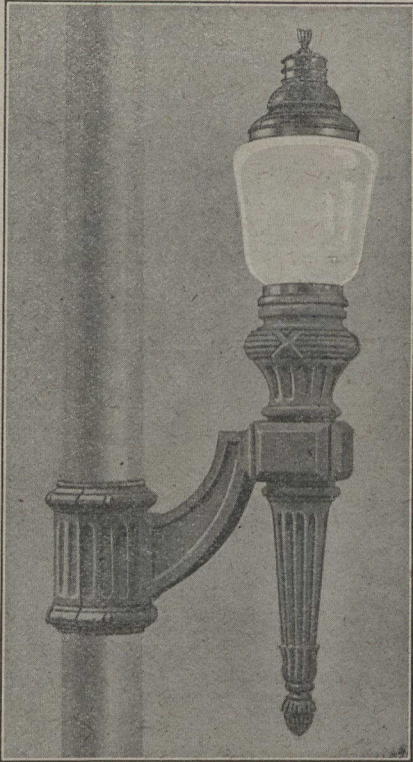


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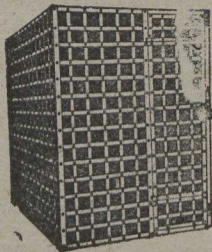
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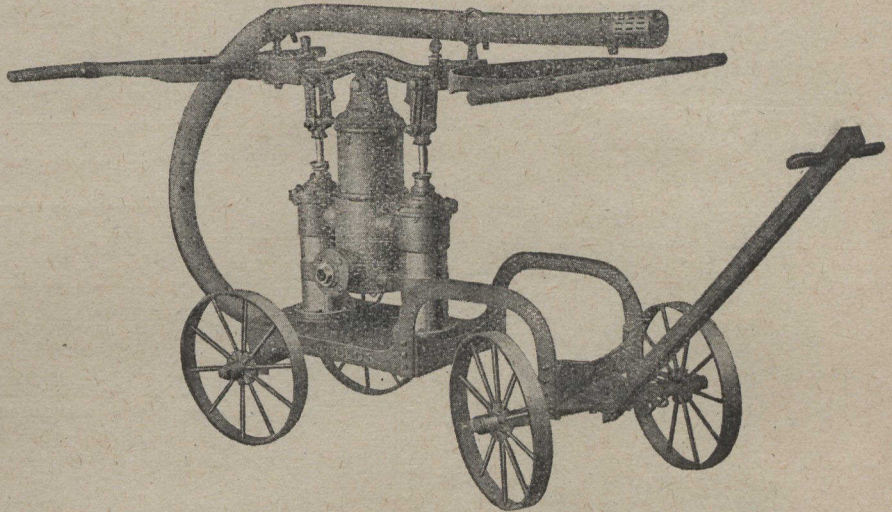
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The Westmount News

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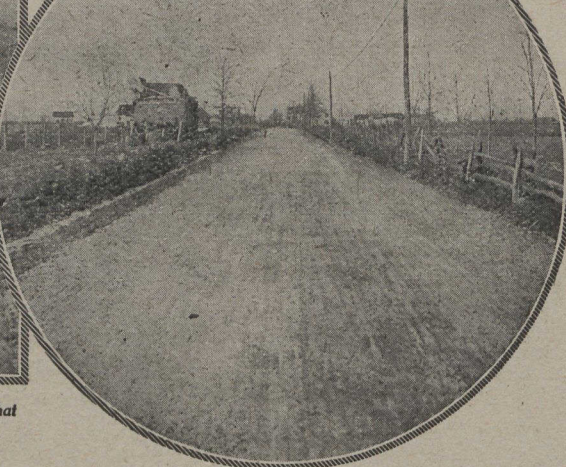
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To the dry, hard and brittle macadam, Tarvia contributes a necessary element of plasticity and cohesiveness. Automobiles, instead of grinding away the surface, roll it down smoother when Tarvia is used.

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The use of Tarvia will not add to the road taxes; on the contrary, it tends to reduce them, because the roads will last longer and there will be less maintenance to pay for.

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Proportional Representation

HOWARD S. ROSS, K. C.

(Continued from last issue.)

"In 1899" says Count Goblet d'Alviella, "Belgium was on the eve of a revolution—a revolution which was only avoided by the immediate and complete introduction of proportional representation into parliamentary elections." It is incorporated in the Parliament of Ireland Act and was practically the only clause, in this contentious bill, to receive the unanimous approval of the House of Commons.

As it went to the House of Lords the clause provided for the election of the Senate of Ireland by the single transferable vote, and all constituencies electing three or more members for the House of Commons must likewise use the method. There were four Irish constituencies, each electing three or four members, namely Dublin, Belfast, Cork and Dublin County. The house of Lords amended the Home Rule bill, so as to redistribute every constituency so that three or more members would be elected thus making the application of proportional representation general throughout Ireland.

Ashtabula Election.

I must not overlook the fact that delegates to this Convention are especially interested in municipal government. The amendment to the charter of Greater Sydney has been mentioned. Ashtabula, Ohio, with a population of about 25,000 elected its council by the Hare system of proportional representation on November 2, 1915.

There are seven members of the council. Candidates get their names on the ballot by filing a petition signed by 2 per cent. of the voters. The ballot has no party marks, and the names are rotated. 2,972 valid ballots were cast, 362 being either blank or invalid. 2,972 divided by 8, there being 7 to be elected gives a quotient of 371 4-8. The next higher whole number 372 being the "quota".

The lines of division had little to do with national parties except that there was a Socialist group. There was first the question of local representation. The harbor district is some distance from the city proper, and under the old ward plan had always been represented by one member of the council.

The city has a large foreign element, the chief groups being the Irish, Italians, Swedes and Finns. The voters were divided sharply on the liquor issue. Then there was the question of adequate representation of the business men. There were fourteen candidates. Two were Swedes, two Finns, one Irish, one Italian and eight classed in the accounts of the election which have read as "plain Americans". There were seven business men, one clerk and paymaster, one saloon-keeper one baggageman one railway engineer, one attorney, one newspaperman, and one physician. The harbor district had three candidates. Seven members were members of the present council. Although the election officials were inexperienced and without proper office equipment, the transfer and tabulation of the vote was accomplished in about three hours and at no time were the officials in serious doubt as to the procedure.

The first eight candidates arranged in the order of their first-choice votes were: McClure 392, Hogan 322, McCune 209, Gudmundson 292, Earlywine 289, Rinto 237, Briggs 211, Corrado 196. Only McClure (a young man never before in politics) had a quota and he had twenty votes to spare, the transfer of which elected no one. The count proceeded by dropping the low man and distributing his votes to the remaining candidate. By this process Hogan and McCune were given a quota. The remainder of the votes were distributed so that the last four members were chosen by the gradual elimination of the low men. In this process Briggs moved up from seventh to sixth place, and Corrado, representing the Italians, replaced Rinto the attorney who afterwards declared himself in favor of the Hare plan. Corrado had been a member of the city council for many years. He is a saloon keeper and represents the liquor interests as well as the Italian vote. Rinto is not well known except in his own section. His election over Corrado would have improved the quality of the council, but would have made it less representative. With one exception the seven candidates standing highest on first-choice votes were elected four being members of the old council.

McClure is manager of a department in a large store. Hogan is a leading physician. McCune is a greenhouse man, Gudmundson is assistant cashier in a bank in the harbor district. Earlywine is Clerk and paymaster of a large ore company. Briggs is a newspaper man and Corrado a saloonkeeper.

An Ashtabula newspaper at first opposed, said on the day following the election: "The drys and wets are represented. The Catholics and Protestants, the business, professional and labouring men, the Republicans, Democrats and Socialists, the English and Italians and Swedes, all are represented. It would be hard to select a more representative council in any other way." The other paper said: "It is generally conceded that it has given Ashtabula a broadly representative Council, probably the most representative body in the city's history, and that is, the real aim of the Hare system."

It is thought that with this method the last serious objection to the city manager plan disappears as with this method a council is elected which may properly be allowed to choose a city manager—a council truly representative, whose members stand for policies and the fundamental interests of the Community rather than for party organizations. My information about this interesting election is gathered from Ashtabula newspapers and from a pamphlet issued by the American Proportional Representation League "The Ashtabula Plan—The Latest Step in Municipal Organization," by Professor Augustus R. Hatton, of Cleveland, an ardent exponent of the Hare system.

The question is often asked, "What about by-elections?" In Tasmania whenever a vacancy occurs the whole constituency is polled but this is likely to give the local majority a seat at the expense of the local minority even if the vacancy has occurred in the ranks of the minority.

J. Fischer Williams in his book, "Proportional Representation and British Politics" writes: "Some modification is therefore necessary in the case of by-elections. The following solution is proposed. Each of the large constituencies must be sub-divided into wards; each member on his election and in the order of election will choose one ward, which will be his own in this special sense that if owing to his death or retirement, a by-election is necessary, it will be held in and for that ward alone. Members may be expected to choose the ward in which their own support is strongest. The value of the by-election as a measure of the drift of popular feeling can be retained by making it necessary for the returning officer to count separately at the general election the votes recorded in each ward and publish the figures. This would show what was the party strength at the general election in the ward. In the event of a by-election, the drift of public feeling could then be gauged by comparing the figures at that election with those of the general election. Further, the publication of the figures in each ward at the general election would assist members in their choice of a ward. As the number of members in the House of Commons would remain the same as at present a ward would be about the size of one of the existing constituencies." The following are the sections in the Ashtabula Charter relating to vacancies:

Section 6.—Any vacancy in the Council shall be filled for the unexpired term by the appointment, by the remaining members, of any qualified citizen whose appointment is requested by a petition signed by not less than three-fourths of the electors who signed the nominating petition of the member whose place is to be filled. If no such petition is received within thirty days after the vacancy occurred, an appointment may be made to fill the vacancy by the affirmative vote of at least four of the remaining members.

Alternative Vacancy Provisions, proposed by C. G. Hoag, General Secretary, of the American P. R. League.

Wherever it is thought best to supplant the simple method of filling vacancies adopted by Ashtabula by a method slightly less simple which carries out the proportional principle with full consistency, the following vacancy provisions may be adopted:

Section A.—Any vacancy (or vacancies) in the Council occurring more than thirty days before the end of the regular term shall be filled by the person (or persons),

not already a member (or members) of the Council, first elected on a recount, in accordance with Section 46-2 except as modified by this section, of all the ballots cast for the Council at the original election.

Section B.—The following names shall be treated as eliminated from the ballots: those of the vacating member (or members) and those of any persons, not members of the Council, who are then ineligible or who have expressed to the election authorities in writing their wish not to be candidates.

Section C.—Ballots on which preferences are indicated for eliminated candidates shall be dealt with and transferred as if the names of the eliminated candidates were not on them but without prejudice to the validity of preferences indicated for other candidates.

Section D.—The following vacancies shall remain unfilled until the beginning of the next regular term: those which occur less than thirty days before the end of the regular term and those which, though occurring more than thirty days before that time, cannot be filled in accordance with paragraphs A, B, and C of this section.

If these vacancy provisions are adopted there should be added to the election provisions somewhere directions in regard to the preservation of the ballots cast at each election until the end of the term of office of the council elected.

The Movement in Canada.

In Canada the movement owes much to Robert Tyson of Toronto, one of the secretaries to the High Court Judges. In addition to writing numerous valuable articles he has acted as adviser of the Dominion Trade and Labor Council which favors the Hare-Droop method and which has for a number of years used this method in its elections of delegates. The employees of the Toronto Street Railway Company also (at first under the supervision of Mr. Tyson) use this method in electing their officials and find after each election that each car barn has its proper representation although the election is, of course, at large.

Canadian public men who in the early days favored the plan included Blake, Monk, Cartwright and others: Blake delivered a number of addresses throughout Ontario. The Hon. Mr. Monk spoke a number of times on the subject in the House of Commons. In recent years Hon. Raoul Dandurand has spoken a number of times in the Senate favoring proportional representation and has recently been appointed by the (Liberal Advisory Committee). Chairman of a sub-committee to consider the advisability of the Liberal party advocating the adoption of this

system of voting. The electors of Ottawa by a good majority voted in favor of the election of their controllers by this system, but were refused by the Ontario legislature the right to make the change. Too much cannot be said in praise of the splendid work done by the devoted band of workers at Ottawa lead by the Southhams and Charles A. Bowman of the Ottawa Citizen, much of the detail work being done (and well done) by Lieut. Daniel Whittle and Ronold Hooper the General Secretary of the Canadian Society. The provincial legislature of Alberta recently passed amendments to the charters of Edmonton and Calgary permitting them to adopt proportional representation. The amendment applying to Calgary was supported by the city council.

The United Farmers of the prairie provinces have every year for some years passed unanimously a resolution in favour of the change.

The farmer's organizations in Ontario also favor it. Valuable work has been done in British Columbia by Dr. Wolverton of Nelson, who has written some useful pamphlets and through whose influence the provincial Liberal party has adopted the reform as a plank in their platform.

During the last few years the movement has received invaluable aid from C. G. Hoag, General Secretary of the American Proportional Representation Society (who addressed meetings in Canada and conferred with a committee of the Dominion Parliament and a committee of the Ontario legislature) and John H. Humphreys Secretary of the Proportional Representation Society (Great Britain). Mr. Humphrey's whose book "Proportional Representation" is the standard work on the subject visited Canada and the United States last winter and no doubt most of you have read reports in the press of his thoughtful and instructive addresses. He was returning from a visit made to Australia in aid of the movement.

The Proportional Representation Society of Canada has a council representative of as many parties and groups as possible. Earl Grey is honorary president. The president is Dr. James W. Robertson, C. M. G.; the vice-presidents are Senator William Dennis of Halifax and Dr. Michael Clark, M. P. of Red Deer.

The work of the Society is entirely educational and literature is being circulated in English and French. The honorary secretary is Ronald Hooper, 13 Second Avenue, Ottawa. The French honorary secretary is J. Albert Foisy of Le Droit, Ottawa. There are honorary secretaries at Montreal, Winnipeg, Calgary, Nelson, B. C. and Vancouver.

NEW SOCIAL SERVICE INAUGURATION.

At a largely attended meeting on October 18th, held in the Synod Hall in Montreal, representatives from nearly all the Dioceses in Canada being present the Council for Social Service of the Church of England in Canada was inaugurated.

Rev. Canon Tucker presented a report of a sub-committee appointed in May last, giving an outline of the principles of the work to be carried out.

An opportunity will be given for comment by this Journal at a later period.

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Home and Education.

Mrs. Fred Heath, Chairman; — J. Leslie, Secretary; Mrs. R. H. Phillimore, Third Director (Vice-President, Mrs. Tory, resigned).

FATHER'S OF "SAFETY FIRST."

Acting upon the advice of his physician, Mr. N. S. Dunlop, tax and insurance commissioner of the C. P. R., has decided to take a prolonged rest. Mr. Dunlop has been in the service of the company for 29 years. He joined the latter in 1888 at Toronto. The year afterwards he was appointed tax and insurance commissioner and claims adjuster. In these capacities Mr. Dunlop did excellent work. As claims adjuster he won the regard not only of the executive, but of the public as well, as it was felt that Mr. Dunlop was, above all things, a man of probity and would only do what was fair and equitable.

Mr. Dunlop may be said to be the father of Safety First on the Canadian railways; and into this work he threw himself with splendid enthusiasm — doing much to popularize the movement. As far as the outside public is concerned, he is best known as the creator of the floral department of the C. P. R. He began in 1889 to save flower seeds from his own garden; and conceived the idea of spreading the cult of flowers over the system. He was a flower, nature and book lover; and the work was congenial to him. He sent out seeds and bulbs to the agents and others along the system; and soon, from ocean to ocean, the plots in front of hundreds of stations were ablaze with flowers. He gave prizes; and labored in every way to make this feature notable. In this he succeeded abundantly; and to-day the C. P. R., from coast to coast, has its innumerable garden plots, which owed their existence to Mr. Dunlop's solicitude.

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High Cost of Living

If the recent delegation of mayors to the Federal Government was of any real value it lay in the publicity that was given to the strongly expressed sentiment that there is a suspicion abroad that the increased cost of foodstuffs in Canada is due largely to combines of dealers who have deliberately manipulated the markets, through the agency, innocently or otherwise, of the cold storage companies. Coal rings were also spoken of with a vehemence that left no doubt in the minds of the governmental committee as to the strength of the statements. Whether or not the government will take steps to ascertain the facts remains to be seen. The Minister of Justice hinted that if any evidence was brought forward sufficient to warrant him he would prosecute any organizers of combines that affected the food of the people. If it is left to private citizens to make the charges, and consequently to bear the expense, it would not be very conducive to action, but we understand that the government will shortly delegate to municipalities, under the War Measures Act, power to take drastic measures to break such combines.

The Minister of Labour stated that the cost of living in Canada had increased but 17 per cent, which was less than any of the belligerent countries and with the exception of the United States, which is 12 per cent, even a smaller increase than any of the neutral countries. The percentage was based on

figures taken from 68 centres in Canada. While we assume the figures to be correct on the whole we do say that they were somewhat misleading for the discussion. For instance, the other day we received a letter from a certain district in New Brunswick giving the prices of certain foodstuffs and in ascertaining the prices in Montreal and Toronto we found there was a difference approximately of 60 per cent., which to say the least is strong circumstantial evidence of food trusts somewhere. A further statement by the minister was that though measures had been taken in other parts of the Empire to regulate the prices of food very little relief had been obtained. We would suggest again that that was hardly the point raised by the delegation though we are frank to say that we wish it had been. The main question as we understood it was the suspicion of food trusts which had caused the prices to be raised in certain industrial centres by 40-50 and up to 60 per cent. If there are no food trusts and no artificial raising of prices by manipulators and the advanced prices are caused only by supply and legitimate demand then the citizens of Canada will be satisfied to pay, but they do object to any one seeking undue profits at their expense, and since the Federal Government has the machinery through its agricultural department to find out the real facts of the situation, it is to be hoped that the truth will soon be told to the people. Mr. W. D. Lighthall stated the case in a nutshell when he suggested that when competition is replaced by monopoly regulation becomes necessary. That point has been reached in Canada.

Municipal Affairs of Saskatchewan.

To those who would belittle the great work of our local councils in the building up of this Canada of ours we would commend the annual report of Mr. J. N. Bayne, the Deputy Minister for Municipal Affairs in Saskatchewan, which throughout sounds the note of sane optimism and presents a good record of work well done by the civic authorities of the prairie province, from mayors to the humblest clerk. This is as it should be for no bodies of public servants have been so abused, or at least received so little appreciation as the municipal councils and their staffs. It would seem the special privilege of citizenship in many communities to go for the local authorities, which is not conducive to get the best out of the men who are carrying on the affairs of the people and Mr. Bayne's generous praise is not only deserved but is evidence of the harmony existing between the department and the councils.

Referring to municipal officials Mr. Bryne gives them much credit in the following:

Saskatchewan's municipal clerks and secretary treasurers generally are men of business ability and know their duty to the public whom they serve. Very few complaints are now heard relative to neglect of correspondence or failure to perform other duties while the inspectors' reports on the great majority of their offices classify the condition and conduct of the latter as "good."

Another paragraph of the report is well worth reproducing here as showing the sense of responsibility of the citizens of Saskatchewan in public affairs:

Another encouraging feature in connection with the standing and the future of our municipal institutions is to be found in the fact that each community concerned seems to be alive to the fact that the worthiest members are those who should be placed in the office of mayor, alderman, councillor or reeve. It is indeed a time of sacrifice, and many of those who cannot go to Europe to take part in the struggle for the integrity of the Empire willingly devote their attention to municipal matters at home, thus giving real aid in building up a substantial province.

The part that members of the province's local bodies have taken in the war is pithily summed up in the following:

The great war has had its effect on the personnel of the municipal secretaries throughout the province. A good number of these have enlisted for active service. Many of them to-day are in the forefront of the struggle while others are in training on this side of the ocean. Mayors, aldermen, councillors, Reeves and overseers have voluntarily offered their services. Their public spirited attitude which brought them first into municipal life show them clearly the necessity for doing further a larger duty in the cause of the Empire.

Mr. Bayne rightly takes cognizance of the public associations whose work he sums up shrewdly and sympathetically.

Union of Canadian Municipalities.

The Union of Canadian Municipalities, which is constantly at the disposal of any municipality in the Dominion, continues its able assistance. From the standpoint of economy no actual convention was held by this organization last year, a representative meeting of the executive having been made to suffice. However, this fact did not lessen the vigilance of the Union of Canadian Municipalities in examining legislation passed either by the Dominion Government or by the provincial governments in the general interests of cities, towns, villages and rural municipalities.

Union of Saskatchewan Municipalities.

The Union of Saskatchewan Municipalities is a body constantly growing in importance. It has attracted to its executive some of the brightest minds that our cities, towns and villages produce, and this statement means a great deal. The last convention met in the Town of Humboldt on June 23, 24 and 25, 1915, where urban municipal topics and legislation were discussed at great length. Valuable papers were given and the discussions resulting were both lively and profitable. Unfortunately many of our villages have not deemed this convention of sufficient importance to claim their attention. From the fact that the loss on account of such an attitude is borne by the village, the writer wishes to encourage all urban municipalities to be represented at their own parliament.

Saskatchewan Association of Rural Municipalities.

In several previous reports it has been the privilege of the undersigned to refer to the strong and influential body known as the Saskatchewan Association of Rural Municipalities. From year to year this organization continues in accelerated growth and usefulness. The executive of this Association consists of active, practical municipal men from different portions of Saskatchewan. The writer of this report has no hesitation in urging any rural municipality that has not already joined, to unite with the Association as its privileges are real, and after observing its work for many years the conclusion is easily reached that the organization is indeed a great assistance to the life of the rural municipalities of Saskatchewan. Some six six hundred delegates were in attendance. Many subjects were freely discussed including the need of certain alterations in legislation which must change to keep pace with the evolution of Saskatchewan.

Representations from any of the municipal unions above mentioned are given carefully deliberation by the government, which readily receives recommendations from practical municipal men who are close to the actual application of the law in their respective communities.

Civic Co-operation

A very interesting and so far successful experiment is being tried out in Chicago and which we would commend to municipalities in Canada. The plan, which was formed twelve months ago and which in short is co-operation between the local authorities and private citizens towards greater efficiency in the control of health, sanitation, fire prevention and police protection, is first that the different departments work together in carrying out ordinances relating to the above essentials of a municipality and second that accredited citizens should be furnished with a summary of city by-laws and a card of credentials signed by the authorities requesting them to assist and co-operate with these authorities to bring about the desired results.

In the case of Chicago the selection of civic co-operators was left in the hands of the Industrial Club, a body of eighty business men of Chicago, and it is expected that the movement will grow so as to soon embody a large volunteer body of citizens who will work on a well organized plan for the common good of the community.

The Committee on co-operation recently issued a pamphlet from which the following examples taken from co-operators reports give an idea of the practical nature of the plan:

Engine and concrete mixer left in street after the completion of a building; reported by telephone; obstruction removed and the street cleaned up the following day.

Asked neighbours to assist in removing ice from sidewalks; was surprised at the hearty response.

Janitor shaking rugs on sidewalk was shown co-operator card; promised not to do it again.

Stopped boys breaking street signs, hitching on railway trains, building bonfires, and steal-

ing grain from boxcars; helped a neighbor who had been created by a tradesman; stopped a peddler from beating horses.

Assisted a man who fell and broke his leg; policeman in charge of ambulance thanked me and was glad to see my card.

Several street and alley conditions reported and at once corrected by ward superintendent; gave him my card number.

Reported intoxicated person on elevated platform to ticket agent when alighting from the next station; action was secured when co-operator card was shown.

Neighbour shown card; corrected unsanitary conditions in backyard; also assisted in keeping walks clear of ice.

Man stopped throwing ashes in alley when shown my card.

Condition in alley reported to policemen who promised to take care of it and asked if I was a co-operator; said I was not, and he told me I had better join; I wish to be enrolled.

It will be seen from the above examples that a sense of responsibility is created in the minds of those citizens who take out co-operators cards and the fact that each one must send in reports periodically checks any abuse of the privilege. Furthermore, the authorities have real aids in a body of responsible citizens who can at once appreciate some of the difficulties that have to be met day by day in the administration of our municipalities.

MUNICIPAL UNDERTAKING PAYS.

In the year 1915-1916 the Glasgow Corporation tramways, in spite of increased working expenses, etc., and the payment of £80,437 in allowances to dependents of employees serving with the forces, made a net profit of £43,548, payable to the common good.

EXTRACT FROM A LETTER TO A CITY CLERK.

"Sometimes, when I sit back in my chair, I think over the different temperaments of our municipal men between the Atlantic and Pacific; of their ideals, their aspirations, and their ways of striving to attain their ends.

The westerner hustles and pushes, and think the east is mighty slow. The easterner goes slow (apparently) and quietly smiles at the western hustle and wear of energy.

It is all very interesting to one in close touch with municipal men in the east, middle, and west, of our wonderful country. As I have said before, I say with greater emphasis again—municipal men, our Canadian municipal men are the virile, active men of Canada, the men with ideals, public spirited, and the real backbone of our political institutions.

They get many kicks and cuffs, and heaps of slander from the incompetent, the indifferent, and the incapable; and from a host of community parasites.

However, general public opinion has advanced wonderfully of late, and we all are just beginning to find out that whole-hearted interest in municipal affairs is the foundation stone of all good government."

THE CITY MANAGER PLAN OF MUNICIPAL GOVERNMENT.

A combination of the commission plus city manager would seem to be the ideal. It would eliminate what is regarded as the principal objection to the straight city manager scheme, namely, the fear of one-man power. With the commissioners acting as a group through one controlled executive, the whims or fancies of any one man would be neutralized by the combined judgment of the other members of the commission. Furthermore, if any one member of the board happened to be selfishly interested in the passing of certain acts the passing of every act by the group makes it impossible for any one to put such deals over. In this way the manager would become servant and executor rather than boss.

LATE HIGH CONSTABLE BISSONNETTE.

Probably the oldest police official on this continent, both in point of service and age died last month in the person of High Constable A. Bissonnette, of Montreal, who was eighty-five years of age at the time of his death and had held his office continuously for sixty-three years. Though he had been in poor health for a number of years in consequence of his breaking his shoulder when recapturing a boy who had broken away from him, he did manage to attend the court house until a year ago. Mr. Bissonnette was very popular with the public and his well known figure will be much missed from the local courts of justice.

Public Service Work in a Canadian University

By J. G. FITZGERALD, M.B., Director, Antitoxin Laboratory, University of Toronto.

The particular public service which is being performed by the Antitoxin Laboratory of the University of Toronto, is the preparation of public health biological products.

Previous to May, 1914, with the exception of smallpox and typhoid vaccine, none of the weapons with which the physician is armed in his fight against contagious or communicable diseases, were prepared in Canada. The matter was frequently discussed, and various medical organizations had urged on the Federal Government the desirability of undertaking the preparation of these biological products, including diphtheria and tetanus antitoxin, anti-meningitis serum, anti-rabic vaccine or the Pasteur treatment, as well as smallpox vaccine for country wide distribution, free, or at a nominal cost. No action, however, was taken until 1914.

During the winter of 1914 the writer with the very cordial and hearty co-operation of Sir Edmund Osler, chairman of the Medical section of the Commission of Conservation and a Governor of the University of Toronto, undertook to establish a laboratory in the University of Toronto where these products could be prepared and distributed at cost. In May, 1914, the laboratory was formally opened. At that time very modest and very limited accommodation was available but better times were to come.

It may be wondered why it was desirable to establish such a laboratory if these products could be freely imported from the Mother Country or from the United States. The important reasons were three in number. The first of these was, that no country in the world of the size of Canada is without laboratories for the purpose. Secondly, the supply of a given product at any time might be insufficient and difficult to obtain; the outbreak of war in August, 1914, and the consequent great shortage of Tetanus (lockjaw) serum, illustrated this point. And finally there was the strongest reason of all, the economic reason.

The preparation of these substances requires the services of especially trained experts versed in the methods of immunity. Few such men are obtainable. Then the equipment of laboratories, stables, etc., is costly and the profits of producers, middlemen and retailers meant that the antitoxin when purchased by the ultimate consumer was expensive, very expensive. To illustrate: diphtheria is a disease, the ravages of which are felt mostly amongst the classes of our people who have least money with which to purchase medical supplies. A child in such a family is taken ill with diphtheria, the father goes to a nearby drug-store to buy the diphtheria antitoxin which the doctor has ordered, he requires a dose of five thousand units, he is asked to pay from three to five dollars for this. He is unable to do so, and he either buys a smaller dose of, say one thousand units, at a dollar, or he waits until next day with the hope that the child will then be better and he will not need to buy antitoxin at all. Next day the child is worse and eventually dies, even though given antitoxin. The delay has been fatal. The child should have been given as large a dose as possible, at the very earliest moment after the disease was diagnosed. The entire success of treating diphtheria with antitoxin depends upon the early use of large doses. The use of diphtheria antitoxin in this way in New York State, has reduced the death rate, from diphtheria, from 99 per 100,000 in 1894 to 20 per 100,000 in 1914. The remedy was at hand, but was not always available as has just been pointed out.

It is true that the larger municipalities and hospitals were able to obtain special rates from the manufacturers, that is to say, those who were best able to pay were charged the least, and conversely, those whose need was often the greatest and whose purposes were slim, were not so favored. Immediately the Antitoxin Laboratory began the distribution of its products, a dose of diphtheria antitoxin was made available for thirty-five cents; which previously had cost one dollar, and the dose which had been sold for from three to five dollars could be purchased for one dollar and half. The enterprise at once received every encouragement from several provincial and municipal Boards of Health. The first of these was the Provincial Board of Health of Ontario, which through its Chief Officer of Health Major J. W. S. McCullough,

arranged for distribution through all local boards of health in Ontario of various antitoxins and serums, at these greatly reduced prices. Dr. M. M. Seymour, Commissioner of Health for Saskatchewan, and Dr. W. H. Hattie, Provincial Health Officer of Nova Scotia, did likewise for their provinces. Several other provincial and local Boards of Health announced their intention of supporting the Laboratory, and soon the movement became national in scope. The Colony of Newfoundland though outside the Dominion of Canada, is in "the sphere of influence" of the Antitoxin Laboratory, and for two years past all diphtheria antitoxin used in that far away island has come from the Antitoxin Laboratory of the University of Toronto.

Meanwhile with the outbreak of war the work of the Antitoxin Laboratory was greatly increased. As has already been pointed out, soon after war was declared there was a great shortage in the world's supply of tetanus antitoxin. This was due to the fact that enormous quantities were required in the Western theatre of war. Within the first three months of the war, there were a great many deaths amongst the wounded from lockjaw. The medical authorities of the various armies decided that in future all wounded men were to receive a protective dose of tetanus serum. Immediately there was a cessation in the number of cases of tetanus observed and deaths from this dread disease, amongst those treated, became a rarity. To accomplish this, enormous quantities of tetanus antitoxin were required, and an acute shortage soon occurred.

At this juncture, in the early spring of 1915, the Canadian Red Cross Society had been urgently requested to obtain ten thousand doses of the Antitoxin and to send this amount to France. They endeavored to do so and found that the lowest price at which the serum could be obtained from any manufacturer in the United States was one dollar and twenty-five cents a package. This came to the attention of the Antitoxin Laboratory. At once arrangements were made with a large municipal public health laboratory in the United States to obtain the much needed supply for the Red Cross Society. It was found that for the price of sixty-five cents each, the ten thousand packages could be obtained. This saved the Red Cross approximately one-half the amount they proposed to spend.

This incident focussed the attention of the Laboratory on the necessity, if at all possible, of at once undertaking the preparation of this serum. A member of the Board of Governors of the University of Toronto, Col. A. E. Gooderham, who is also a member of the executive of the Canadian Red Cross Society, at once offered to equip a laboratory for the purpose of producing tetanus antitoxin. At the same time, the Department of Militia and Defence agreed to make a grant of five thousand dollars on the condition that the entire output of the antitoxin should be available for the use of the Department, if they required it. The Antitoxin Laboratory gladly agreed to this and went further and promised to supply tetanus antitoxin at approximately cost price. The special laboratory was at once established under the immediate direction of Dr. R. D. Defries, and for over one year has been preparing and sending to France all the tetanus antitoxin required for the use of the Canadian Expeditionary Force, at a price lower than the lowest cut price quoted by any American manufacturer of tetanus antitoxin. Since the Laboratory began this work over fifty thousand packages have been sent overseas.

Canada now has an institution which is comparable in the scope of its activities to the Pasteur Institute, Paris; the Lister Institute, London; and the Research Laboratories of the Health Department of New York City. These all derive a large part of their support from the preparation and sale of public health biological products, which are supplied to Boards of Health at low cost. The proceeds, above the amount actually required to run the Laboratories, are used to further research in Preventive Medicine. As soon as the war is over this is to be done in the Antitoxin Laboratory of the University of Toronto. At present all the energies of the Laboratory are being bent in the direction of war-work, since this is the first duty of every loyal Britisher to-day.

A GREAT MUNICIPAL WEEK.

To the Editor, Canadian Municipal Journal:

May I interest your readers, who represent the best of our Canadian civic thinkers scattered throughout the Dominion, in the great Civic Convention which is being held at Springfield, Massachusetts, from November 20 to 25.

Springfield is laying itself out, with all its organizations, to be the host of more than ten of the greatest civic organizations of the United States, who have agreed to hold their annual conventions or special sessions at the same time. Thus the best American civic experts will be gathered together at one place at the same period. While they will confer separately on their special subjects, they meet in general conference on matters of common interest. In addition there are being provided many side attractions of a social character.

Canadians who could visit this great gathering would undoubtedly gain greatly thereby; but those who cannot, may be able to get in touch with the organizations to be there represented and the literature provided by them could be mentally digested and what remains peculiarly valuable for our Canadian habit of mind might be very well assimilated into our civic system and utilized in practice.

Wm. H. ATHERTON,

Secretary City Improvement League of Montreal, and member of the Civic Secretaries Conference.

SHORT DESCRIPTION OF ORGANIZATIONS MEETING IN SPRINGFIELD, MUNICIPAL WEEK.
Character—Purposes—Membership.

National Municipal League.

A national non-partisan league of 2,700 members organized for the purpose of furthering and stimulating good city government by studying the theory and machinery of government and making the results thereof public. Publishes National Municipal Review—sent to all members.

Clinton Rogers Woodruff, Secretary, 703, N. American Building, Philadelphia, Pa.

City Managers Association.

A national organization of city managers formed for the purpose of self-improvement in the administration of municipalities. Membership open to past or present city managers upon application to the secretary. Publishes annual proceedings.

O. E. Carr, Secretary, Niagara Falls, N.Y.

Civic Secretaries Conference.

An annual conference of a committee of the National Municipal League composed of city club and civic secretaries, held for the purpose of discussing mutual problems.

Sornell Hart, Secretary, City Club, Milwaukee.

Conference on Municipal Research.

A conference of workers engaged in introducing scientific methods of administration into municipal government for the purpose of exchanging experiences and ideas and improving the methods of application of the principles of municipal research.

E. D. Hutton, Programme Councillor, 100 Griswold St., Detroit, Michigan.

Training School for Public Service.

A school founded by Mrs. E. H. Harriman for the purpose of drawing young men into the field of public service by equipping them with knowledge to make their careers successful and their endeavors resultful. School located in the offices of the New York Bureau of Municipal Research, 261 Broadway, New York City.

Charles A. Beard, Supervisor, 261 Broadway, N. Y. City.

Intercollegiate Division of the National Municipal League.

A division comprising college students and graduates with the purpose of inducing students and graduates to contribute their services to social welfare and civic activities. College students and graduates can enroll by application to 703 No. American Bldg., Philadelphia, Pa.

Arthur Evans Wood, Secretary., 703 North American Bldg., Philadelphia, Pa.

Western New England Chamber of Commerce.

Comprising commercial and civic organizations in Western New England organized for the purpose of benefiting and being benefited through mutual co-operation.

James P. Taylor, Secretary, Burlington, Vt.

Massachusetts Federation of Planning Boards.

Comprising the 49 planning boards in the State of Massachusetts organized for the purpose of promoting city

NATIONAL THRIFT AND THE HIGH COST OF LIVING.

J. P. BELL.

The increase in the cost of living is something to which thoughtful men should give careful study in order, if possible, to ascertain the reasons and the remedy. While undoubtedly the prime cause is the increase in demand and the shortage in supply, I venture to suggest that the large National War Loans afford one reason for the increased cost of living. The response in Canada to both the War Loans has been astonishing, and I heartily congratulate Sir Thomas White upon the success of his efforts in arranging the terms and prospectus of each so as to prove attractive to people that are not accustomed to purchasing such securities. By the issue of such War Loans the Government increases the supply of commercial credit and of money in circulation. By taking up the loans the people at large extend credit to the Government, which, in turn, spends the money in the purchase of munitions, grain and supplies of all kinds, in paying for which the money returns to the people and increases the balances in the Banks and the amounts in circulation. Just as soon as you have a condition when there is a surplus of money and the same quantity of commodities, it takes more money to buy these commodities, I respectfully submit that there is something faulty in a scheme of finance which at a time when the expenditure of large sums of money is required, places more money at their disposal instead of taking it out of the pockets of the people. I am sure that the Honorable the Minister of Finance is aware of this danger, but is confronted by many difficulties. He has, however, asked the co-operation of the Bankers' Association in some plans for getting the savings of the people loaned to the Government to meet the War expenditure. This will, to a large extent, prevent the issue of War Loans increasing the cost of living, and affairs running in a pernicious circle, as is the case if large financial concerns chiefly subscribe to them. The question is, what is the best way to get the people, as a whole, to lend their means to the Government, without unduly disturbing the financial concerns who are affording credit facilities to the business community. In England War Savings Certificates of £1 each, which can be bought for 15s. 6d., have proved very popular and successful, and by July had resulted in \$85,000,000 being obtained by small investments on the part of working people. In this country, my personal opinion is that the Pass Book method of collecting savings from people would be the more effective, and from time to time the sums obtained could be invested in War Savings Certificates, thus making a combination of the two plans. Our people like to see how much they have saved from time to time. Provision should be made for withdrawing the money in case of urgent necessity. Apart from all this, there must be some great vital plan for instilling economy and thrift into the minds of the people, one which will result in reducing our imports as well as providing large sums for the use of the Government in War expenditure. There has been no real self-denial or hardship practised by any of our people in a financial way, and if instead of following the suggestions made in some quarters that the supplies of wheat and necessities be taken over by the Government, measures were introduced to prevent the consumption of luxuries and the waste of money in frivolity, the results would be more satisfactory. We must not forget Mr. Lloyd-George's statement made early in the war, that it would probably be won by silver bullets, and every effort should be made to inspire our people with the necessity for accumulating and saving.

and town planning throughout the state.

Arthur C. Comey, Secretary, Cambridge, Mass.

Massachusetts Civic League.

A league of 1,000 Massachusetts citizens with the object of informing and organizing public sentiment in matters pertaining to charitable and reformatory interests and institutions of the Commonwealth and of promoting and organizing efforts for civic improvement.

Seward T. Hartman, Secretary, 3 Joy Street, Boston, Mass.

Massachusetts Single Tax League.

A state association of 450 members who believe in the single tax, who are organized for the purpose of informing the public what single tax means and furthering single tax legislation.

Alex. McKendrick, Secretary, 120 Roylston St., Boston, Mass.

Criminal Reform

By ARTHUR H. HAIR.

Within the past year there has come into existence, in Montreal an Association known as the Criminal Reform Association, Incorporated, which has amongst others, three cardinal objects, viz.: The Protection of Society Against Crime, The Reformation of the Criminal, and, Needed Legislation.

The innovation of such an organization is following the example of other large cities where criminal reform is studied and dealt with in all its complex phases from a systematic and scientific basis and in conjunction with other social workers. The Association is at present, and may remain so for some time to come, primarily of an Academic character, studying and interesting itself in local and foreign Penological problems, and methods of dealing therewith; and in view of the importance of the subject under study and the complex problems it presents, it is hoped that as time advances it may attract to its membership men with the highest ideals of thought and action, and become a true factor in assisting to deal with and suppress crime, and bring about necessary reform.

It was very conspicuous, at the recent Convention of the Canadian Union of Municipalities, held in Montreal, that amongst all the most excellent papers read, and dealing with the general welfare of the various towns and cities throughout the Dominion of Canada, not one dealt with Penological matters or criminal reform. It may have been a silent tribute to the non-riotous character of the Canadian population, but there nevertheless exists its quota of active or latent crime, growing apace with its increasing population, which we cannot afford to ignore; and amongst the many other Municipal problems the Union has to consider in its after-the-war programme is that of criminal reform.

As with our American Cousins after the War of the North and South, at the termination of this world-struggle, it will be to Canada: "The Birth of a Nation," and there is no phase of National study more important in its embryo stage of National existence than that of its laws and their application to those who come within their effect. Furthermore, there is bound to come a reaction after the present abnormal condition of quietude in criminology.

If criminal reform were confined to offenders against the Law incarcerated in our Penal Institutions there would be little need of reform, as fortunately statistics prove that the percentage of the convicted of crime in proportion to the population is extremely small, but it is a well known fact that there are thousands at liberty who very justly should be deprived of it, and who though they from time to time get into the criminal drag-net manage to squeeze through the meshes, thus remaining criminals at large, at the expense of their less fortunate comrades who are frequently mentally or physically defective.

The real criminal at heart is fortunately in the extreme minority, but his heinous and cruel deeds are such as warrant Society placing him far beyond the pale of human sympathy or reliance, and his psychological condition is such as has baffled the most experienced students of human nature to date.

The Government Report of the Inspector of Penitentiaries recently issued and signed by Mr. Douglas Stewart is very interesting when compared with the views of a man like Mr. T. Mott Osborne, Warden of Sing Sing, a modern reformer of Prison Management.

Mr. Stewart's report has been the object of attention—pro and con—by the press owing to his somewhat "caustic" remarks about those he terms "self-constituted reformers" who dare to "butt in" and suggest "molly cuddling" reforms in Prison Management and Discipline.

In his opening remarks he advises us that "many of those interested in prison management have but a vague idea for which prisons are maintained," and then continues to indicate that which is obvious to most people; that prisons are maintained as a "continuation of the courts for the purpose of carrying out the sentences imposed for the protection of society," and "to afford facilities for the reclamation of the law breaker." There are those who feel that the only method of "reclamation" of the law-breaker—if he has any, and if he hasn't he would naturally be a fit subject for transfer to a lunatic asylum.

But Mr. Stewart proceeds to say that "A man's conscience whether he be prisoner or free cannot be controlled by the State." There is a difference between 'control' and 'influence' and if the State cannot effect the first, it may be reasonably expected that it may produce good results from the second, if the proper kind of officials are employed; for to use Mr. Stewart's own quotation of remarks by the President of the American Prison Association, referring to prison management and prisoners, he says: "He needs the influence of example of men, whose ideals are higher than his own."

Furthermore, Mr. Stewart makes no distinction in his reference to convicts, but treats them as one class whose "consciences cannot be gently massaged, or lubricated with tobacco juice, and inflated with gaseous advice," while there are those students of criminology who think that there are at least three classifications who may be "treated" according to the measure of physical, mental, or psychological, tractibility they possess; and to those who have visited at least some of our Prisons and Penitentiaries, a brief study of the lower officials would convince one that in addition to their not having been primarily selected for their "qualifications as Evangelists" some of them could hardly lay claim to having been selected for their "apparent" qualifications to effect "reclamation" of the perverted minds and morals of their fellow men. Of course one cannot judge the egg by the shell, but the effect of personal appearance, address, and personality in "Instructors" (for that is really what Prison Warders should be) is a strong factor in producing results, and in such an important matter as the reclamation of a perverted or diseased conscience, no reasonable expense should be spared by the State to procure the very highest standard of example.

Mr. Stewart's attitude in his report towards those who are studying criminology from "without" would indicate that under his eagle eye of inspection, all goes well "within" and if such be the case the credit is due his Department, but the fact remains that he alone knows, for the public have not access—except under compulsion—and when emerging from a term of "durance vile" the veracity of their opinion of internal conditions even under oath is discounted about 95 per cent.

We do not want any maudlin sentimental reformatory ideas to creep in and defeat the ends of the Law, and the goal of the true reformer; namely: "Justice tempered with mercy." But the public do want to know (and have a right to see) that humane methods are employed behind prison gates and it should be their privilege to insist on that, without being accused of undue interference with Prison Officialdom.

As an instance of the need of inquiry from "without" even in British Institutions, which are usually looked to as models in the matter of management: "Tallack," in his treatise on "Penological and Preventive Principles" says of prison officials: "They are apt to become somewhat 'fo silised' and reverence old habits at the expense of needful modifications, called for by changing circumstances and environments. In short, every atmosphere of undiluted officialdom almost necessarily requires ventilation from time to time, by the freshening effect of external influences. This applies especially to prison administration." And we might (with all due deference to Mr. Stewart's feelings) say the same of Canadian Institutions.

With the advancement of civilization, corrective and reformative, have to a great extent, supplanted vindictive and punitive measures in prison administration, but with the introduction of the "Honor System" and super-scientific ideas of American Penological Reformers, there is the grave danger of going from one extreme to the other—from vengeance to maudlin sympathy—and it is here that (shorn of its uncalled for sarcasm and invectiveness) Mr. Stewart's report must appeal very strongly to all earnest students of criminology.

By reason of the (quite naturally) evasive character of the criminal on his release from custody, criminal statistics are a more or less "doubtful" quantity, and until some better system of "tracing" can be effected than so far exists one cannot place great reliance in "actual cures" effected as shown by a reduction in "recidivists."

Does our Democracy "Democ"

By J. S. WOODSWORTH.

"No plan of government is a democracy unless on actual trial it proves to be one—if it doesn't 'democ', it isn't a democracy", so writes Richard S. Childs in a treatise on Short Ballot Principles.

The principle is sound. Three questions then arise (1) does our democracy "democ"? (2) If not, why not? (3) How can it be made to "democ"? With such a text and such clear-cut headings, who could not preach a sermon.

Firstly then, to begin in orthodox fashion, there is a growing feeling that our governments do not really represent the people. In yesterday's mail I had a letter from the secretary of a branch of the United Farmers of Alberta. He concludes his account of community conditions "there are too many parasites and rogues plundering those that work—and besides unjust governments who always side against the weak in favor of 'patriotism,' bankers, manufacturers, etc." Such an attitude is by no means uncommon. "What can the government do for the people?" brings back the reply "get off our backs!"

That is, the government is considered to mean something different from and often more or less opposed to the interests of the people. The government may be a political party; it may be the organ of certain special interests, but it has ceased to be the people themselves. We have the form of democracy only—in short our democracy doesn't "democ".

Why not? The "Secondly" is a good deal more difficult than the "firstly". A good many answers could be given. As in all complex questions probably no one single answer is adequate. People haven't yet learned to govern their own family affairs or their own private lives and how can they be expected to govern the policies of the larger community? They haven't yet learned the fundamental lesson of true democracy—that instead of everybody's business being nobody's business everybody's business is each body's business. Much less have they learned the fundamental lesson of patriotism that when private business conflicts or seems to conflict with public business, private business must be subordinated to public business. This is one of the war lessons that might well be carried over to the times of peace.

But aside from these basic reasons there seems to be a very obvious reason why our governments do not really represent the people—the unit of government has become too large—Parliament has shown and grown until it has become a great machine—a thing apart from the people instead of an organism expressing the life of the people.

If the grading of the road between my farm and the post office has been poorly done, I'll probably take the matter up with the members of the Council—my neighbors. If money has been wasted on the road I clearly realize that I am that much out of pocket but if a transcontinental railroad is bungled, or if it costs a few millions more than it should, I make some passing remark about incompetency and graft and turn over my newspaper to read the "locals." I feel no personal responsibility for initiating action; I do not fully realize that those "few millions" are out of my pockets and the pockets of my neighbors.

"My representative" was not chosen by me; he was chosen by the political organization. He is not responsible to me. He is responsible to the political organization. He "represents me" in a group that represents so many and often such conflicting interests that alone he is powerless. Politics—bargains, saw-offs, compromises, understandings, are inevitable. Such conditions have led to the development of "the machine"—and such conditions enable "the machine" to control the situation.

The individual elector becomes discouraged. He is glad when the Session is over and the possibilities of disaster are past for at least a few months.

In short, our democratic machine doesn't work as it should because the people have lost effective control and don't know just where to get hold.

That brings us to our "thirdly and lastly", and this is more difficult than either of the others. It is always easy to criticize but difficult to construct. The weakness of the present system may, however, give us some indication of the line along which our advance can be made. To re-establish personal interest and responsibility and optimism we must in some way re-establish the small unit.

Just how this can be worked out is a matter for earnest consideration and conference. Some one has suggested that our Provincial Governments should be organized more or less as the Union of Municipalities and that at least the Upper House at Ottawa should be a sort of glorified Trades and Labor Council, representing the various vocations.

But neither the Dominion nor Provincial capitol is the place to begin our reformation. Democratic principles must first be worked out in our local communities.

Our forefathers met frequently under the tree on the village green to decide on matters effecting the common interest. We must, as members of the community, perhaps once a year at a picnic or a funeral. We rarely get together, independently of church or party or organization, just as neighbors to discuss the business of the district. In many communities there isn't even a hall in which a meeting could be held. Perhaps there is too little business because neither the election of trustees or councillors is in itself of overwhelming interest. And yet these things ought to be of tremendous importance as they should signify the whole economic and educational progress of the country-side. When one thinks of the co-operative enterprises that are successfully being carried on by some communities there surely does not seem to be any lack of business that should be done.

If the people of any neighborhood are not yet ready for co-operative business, could they not at least get together for discussion and comradeship. A report from one rural district states that the people meet together three times a year. The other three hundred and sixty-two days they grub along with no associated effort. Is such a life worth living or is it likely to lead to a life worth living?

Let people get together frequently and they will soon learn to want to be together. They will learn how to work together. Then they will discover the wonderful advantages of working together—then will develop that community spirit without which democracy is a ghastly failure.

In a recent conference on the open forum movement held in Buffalo, the ground was taken that the forum is essentially an instrument of democracy. "The Forum is a method, not an institution, an agency whereby classes may be reconciled, differences minimized and the common denominator of all ethical impulse determined and applied to social formulae."

Forums have been successfully conducted in our larger Canadian cities; why not in our towns and rural districts? If anywhere men need to get together and try to get the other fellow's point of view it is in our mixed districts in the West. Democracy commits us to an intelligent, interested and co-operative electorate.

One of these days we shall have on the prairies a democracy that will "democ".

WORLD'S RECORD WHEAT CROP.

In view of various claims of world's record wheat crops for large areas, the Crowfoot Farming Company of Crowfoot, Alberta, submit a sworn statement of their results for the year 1915 which probably surpass all properly authenticated claims from other sources. From 1356 acres the Crowfoot Farming Company received an average yield of 51 bushels, 56 1-3 pounds per acre of number one spring wheat, by actual selling weight; 400 acres wheat averaged 59 1/2 bushels per acre. These records were established in the Canadian Pacific Railway Irrigation Block in Southern Alberta.

AMERICAN ROAD BUILDERS' ASSOCIATION.

The Fourteenth Annual Convention of the American Road Builders' Association will be held in Mechanics Building, Boston, Mass., during the week beginning February 5, 1917. The program, which is in course of preparation, will include papers and discussions on subjects connected with road and bridge building and street paving by the foremost authorities of the United States and Canada.

Affairs in British Columbia

By JACK LOUDET.

A meeting of the executive of the Union of British Columbia Municipalities took place in Vancouver late in September. Prior to taking up general business a conference took place with officials of the British Columbia Telephone Company and complaints and suggestions from several municipalities were considered. On several toll questions it was found that the complaints were based on imperfect understanding of the two systems used by the company, there being different rates for an ordinary number call and a call for a particular individual.

Satisfactory explanations were given by the company in these cases, but when asked why an extension telephone cost \$1.50 per month the executive was met by the curious reply that the company wished to discourage this business. This remark coming as it did after reiterated expression of the company's desire to give the public "service" was not well received by the executive. The company's official then added that the cost of up-keep was heavy, though on being pressed he admitted that all breakages were charged to the subscriber. Members of the executive using extension telephones stated that they had neither had nor heard of any trouble with these telephones and that they thought the charge excessive and the explanation unsatisfactory. The toll charges are now under the control of the railway commission and the whole question will be before that body in the near future.

Vancouver City Council recently called for tenders for the Coal Harbour causeway and received two written bids and one verbal one the latter confirmed by letter after the tenders had been opened. The verbal tender proved to be the lowest and after discussion it was decided to call for new tenders. When these came in they were exactly as before with the verbal tender now in order. It is to the credit of the city that the tender was awarded to the lower of the two bids originally received and while the price was about \$3,000 higher than the verbal tender, the action taken appears to have been the only honourable course open to the council.

Demands for increased wages by civic workmen resulted in Vancouver decided to pay \$2.50 per day while in other municipalities increases have recently been granted, the rates now ranging from \$2.50 to \$2.80 per day of eight hours. The City of Nelson pays \$3.33 per day and a proposed increase has been vetoed by the mayor.

Tax Sales have been held this year in New Westminster, Matsqui, Surrey, Langley and Richmond. Point Grey sale was cancelled at the last moment owing to the serious situation created by the War Relief Act. West Vancouver has found it necessary to hold a sale owing to disappointing tax collections. New Westminster after much discussion took a plebiscite on the market question and the result favoured retention of the Tenth Street site and the new market will be constructed there. It is proposed to have a cold storage plant in connection with the market and several of the Fraser Valley municipalities are expected to contribute towards the cost.

Many councils have lately discussed the high price of bread and there has been much criticism of the government over its failure to regulate the price of grain. It is contended that the rise in price is partly due to manipulation in Chicago and Winnipeg and that a grain exporting country should be able in war time to ensure a reasonable price within the country and fix a maximum price as Australia has done. No municipal action can touch the problem and bread by-laws are practically useless as the baker is as helpless as the consumer. The Ratepayers Central Executive in Vancouver has brought forward several proposed amendments to the city charter.

One proposal is that a candidate should be supported by at least 50 electors. In regard to assessment it is proposed to arbitrarily fix the land value at \$10,000,000 and improvements at \$5,000,000 per ten thousand population. It is also suggested that proceedings be taken to collect all taxes unpaid at December 31st of the year in which they were levied. Until a uniform method of collecting arrears is adopted and made compulsory, municipal finance is likely in many municipalities to remain in a chaotic condition.

The City of Victoria is asking power from the government to make it legal to do anything undertaken in the name of "good rule and government," thus bringing nearer the possibility of a new Municipal Act defining what a municipality may not do and not what it may. A request for the support of Victoria council to a proposal to exempt from taxation all churches was refused. A long communication on the subject urged the view that taxation of churches was an attack on Christianity but opponents claim that exemption would also be a support of paganism or at least non-Christian religions as churches other than Christian exist today in British Columbia.

The U. B. C. M. has indicated that the fairest way is to charge all sects, as taxation should not damage a strong church and non-taxation is open to much abuse and liable to raise the old question as to what constitutes a church.

Several municipalities subscribed to the new War Loan in fairly large sums. Victoria decided to invest \$250,000 in debentures available in London and which will yield a minimum rate of 5½ per cent.

Mayor Stewart of Victoria, President of the Union has called the executive together as a resolutions committee to prepare the work for the convention this being a departure likely to be approved by the Union as the old method resulted in those appointed to the resolutions committee missing a great deal of the business of the convention.

The School Trustees convention also meet at Vernon at the same time and will be invited to a joint discussion on the relations of the two bodies when it is hoped to arrive at some solution of the many troubles resulting from the unsatisfactory laws now in force.

"GERMANY'S ECONOMIC FORCES."

In January, 1915, the Dresdner Band, Berlin, issued a booklet with the above title, on the occasion of the fortieth anniversary.

Interesting as was the booklet at the date of its issue, it is much more so now, in view of the present conditions in Germany, and it is very unlikely that the Dresdner Band would care to issue such a book today, with comparative statistics brought up to date.

The Dresdner Band was founded in 1873 with a capital of 9,000,000 marks, and it in 1911, after 40 years, its capital had increased to 200,000,000 marks.

The booklet show the progress of Germany its different ways, and comparisons with other countries are given, Great Britain being always placed next to Germany.

Some of the introductions to the tables are specially interesting, and show the self-satisfaction of the Germans.

Under "Population", it is said that "The rapid increase of the population of Germany depends solely on the excess of births over deaths, not on immigration. The increase, from 1875 to 1910, is 52 per cent, while the United Kingdom and France show 37 and 8 per cent respectively.

Under "Peace Guarantees" are given, very properly, the particulars of the army and navy in 1912, the army establishment being given at 656,144 men, against 186,400 in the United Kingdom; while the battleship displacement at 1,775,400 tons against 2,651,000 in the United Kingdom; while the expenses per head of population were 21.17 marks, in Germany against 32.18 marks in the United Kingdom.

The increase in Germany's Foreign Trade between 1891 and 1911 is given as 143 per cent.; while the tonnage of German merchant ships had increased 103.9 per cent.

The introduction to "Education" is amusing but worthy of emulation:—"The people of Poety and Philosophers has become one of investigators and inventors. Economic production based on exact scientific investigation is the keynote of German industrial progress, such a method of word depends absolutely on an intensive system of general education, the amount spent on public education equals that spent on national defence."

If only the Dresdner Band would publish a sequel after the war is over, it would be most interesting, and would be likely to prove that even success such as is recorded in the original is swept away by a tide of national untruthness.

After War Conditions

To the Editor, Municipal Journal:

Some time ago you published in your valuable Journal an article by me which advocated:

- (a) The formation of a Dominion Commission, to
- (b) Organize Dominion, Provincial and Municipal works to be carried on at the termination of war, to
- (c) Provide work for the returning soldiers during the period of transition which is bound to occur after the war until all the men now employed in munition factories and returning soldiers can be assimilated by the different trades throughout the country;
- (d) Creating a Dominion Fund, if necessary, to temporarily finance the carrying on of such works pending the sale of debentures by the different municipalities.

I enclose herewith copy of a circular which has been sent out to all Local Authorities in Great Britain by Sir H. C. Munroe, Secretary of the Local Government Board, from which you will see that such a scheme as was outlined in my paper is now being put into operation in Great Britain.

I feel more convinced than ever that the suggestion which I made is the only certain method of providing employment for such a large number of men as will require employment at the termination of war.

It is essential that work of a very diversified nature should be created to find employment for the different trades. Public works are in my opinion are the most suitable for this purpose.

Knowing the keen interest which you take in this subject I feel sure you will appreciate the enclosed information.

Yours sincerely,

C. J. YORATH,

City Commissioner.

EXECUTION OF WORKS AFTER THE WAR.

Proposed Official Register: L. G. B. Circular to Local Authorities.

Sir H. C. Munroe, secretary of the Local Government Board, has addressed the following circular to local authorities:

I am directed by the President of the Local Government Board to state that the Government have under consideration certain questions which are likely to arise in connection with the demand for capital and the distribution of labor and employment at the close of the war.

It may perhaps be thought by some that it is premature to consider these questions in any detail at the moment. This is doubtless the case in relation to certain aspects of the question. Mr. Long feels, however, that due regard must be had to the magnitude of the questions involved, to the part which all classes of local authorities must take in furnishing information and otherwise assisting in the solution of those questions and to the depleted staffs with which these local authorities have now to perform their duties.

Bearing all these points in mind, Mr. Long thinks that there may be distinct advantage in beginning the collection of some data which are necessary for the elementary consideration of the problems, and more particularly of such data as are likely to vary least with the progress of time.

He has in contemplation the establishment of a Register of Work available and likely to be undertaken at the conclusion of the war, and it appears to him that, while by no means excluding other sources of information, this can, to a large extent, best be compiled from information which local authorities may possess or be able to obtain both as regards works to be undertaken by them and also as regards other works to be undertaken in their areas.

Members and officers of local authorities have unique opportunities of obtaining accurate information on these points, and while Mr. Long would very much regret to add anything unnecessary to their labors at the present time he feels sure that the advantage of starting betimes to obtain the material for such a Register as he proposes will be generally recognized. Consequently he appeals to the

authorities to take all steps within their power to obtain without hesitation from both members and officers of local authorities the material necessary to enable them to give as completely as possible the information asked for in the enclosed Forms A, and B.

Mr. Long realizes that it is impossible to forecast the position at the end of the war as regards either the supply of material or capital or the prices at which these can be obtained. These matters will largely affect the amount of works which will be undertaken at the end of the war, and may have the effect of materially restricting this work. At the same time the release of transport at present engaged on war work should have some effect in reducing the cost of imported materials, and there seems every reason to anticipate that plenty of labor will be available for almost every class of work.

So far as works to be undertaken by local authorities are concerned these bodies will no doubt make such forecast of the future in their districts at the end of the war as their knowledge admits of, and will probably be able to say with some degree of accuracy what works they will be able or obliged to undertake when that time comes. Many of these works are of an urgent character and have only been postponed in deference to the express desire of the Government to conserve all financial resources for the purposes of the war.

As regards works to be undertaken by private enterprise the case is more difficult, and Mr. Long recognizes that the information obtainable cannot be regarded as absolutely reliable in all circumstances.

The inclusion of particular works in the Register cannot in any way bind the undertakers to proceed with those works, but it is hoped to secure, by means of the Register, a general idea of the character and extent of the works which may be undertaken at the close of the war and the capital and labor which they would absorb.

At the same time it is not desirable to include in the forms particulars of works the putting in hand of which upon the conclusion of the war, is for any reason problematical, but if on the other hand the works will be put in hand in the event of certain conditions being fulfilled the works should be included in the particulars given and the conditions subject to which they will be undertaken should be indicated.

Form A is intended to show the suggestions of each Local Authority as to works which might be undertaken by them in their various capacities on the conclusion of the war, and it is desired that it should be filled up as soon as practicable by the following authorities: County Councils; Councils of all Boroughs, and of Urban and Rural Districts and any Joint Board consisting of representatives of any such Councils, Boards of Guardians of Poor-law Unions, the Metropolitan Asylums Board, and other Poor-law authorities having power to carry out works involving capital expenditure.

Form B. is intended to show any definite information obtained by a Local Authority as to works contemplated in the area within their jurisdiction by bodies or persons other than the Local Authority, and it is desired that this form should be filled up by Councils of all Borough and of Urban and Rural Districts. This Form is therefore sent only to those authorities.

If, as is possible, the information asked for in Form A. can be furnished before that asked for in Form B., Mr. Long requests that Form A. may be forwarded to this office without waiting for the completion of Form B., which may be forwarded subsequently as soon as it can be completed.

In Form A. local authorities are asked to furnish information under the following headings: (1) Short description of the works; (2) Degrees of urgency; (3) Are the local authorities prepared to undertake the works, subject to any necessary capital being available? (4) Approximate amount of expenditure involved; (5) Approximate period over which the works would extend; (6) Number of men who would be employed; (7) Authority for borrowing.

In Form B. a short description of and the name of the body or persons proposing to undertake the works are asked for, other points on which information is desired being the approximate period over which the works would extend, and the number of men who would be engaged.

The Model City Charter of the National Municipal League

CLINTON ROGERS WOODRUFF,

(Continued from last issue).

In formulating a policy to carry out the four purposes above stated the following principles should be recognized:

1. Each utility serving an urban community should be treated as far as practicable as a monopoly with the obligations of a monopoly; and its operation within the city should be based as far as practicable upon a single comprehensive ordinance or franchise grant uniform in its application to all parts of the city and to all extensions of plant and service.

2. Every franchise should be revocable by the city upon just compensation being paid to its owners, when the city is prepared to undertake public ownership.

3. The control of the location and character of public utility fixtures, the character and amount of service rendered and the rates charged therefor should be reserved to the city, subject to reasonable review by the courts or a state utilities commission where one exists.

4. The granting and enforcement of franchises and the regulation of utilities thereunder should be subject to adequate public scrutiny and discussion and should receive full consideration by an expert bureau of the city government established and maintained for that purpose, or in case the maintenance of such bureau is impracticable, by an officer or committee designated for the purpose.

5. Private investments in public utilities should be treated as investments in aid of public credit and subject to public control, and should be safeguarded in every possible way and the rate of return allowed thereon should be reduced to the minimum return necessary in the case of safe investments with a fixed and substantially assured fair earning power.

Where a term limit for the franchise is desired, provision should be made either for amortization or the investment, or at least that portion of it within the limits of public streets and places, during the term of the grant, or for purchase of the physical property at the end of the term.

Utilizing so far as possible the phraseology of the charter itself, I have attempted to give an outline of its main provisions which are designed to give an expert administration of municipal affairs; to insure a complete separation of the policy-determining from the policy-executing functions, and to provide a simple, understandable frame of responsible democratic government.

Some idea of the simplicity of the charter may be gathered from the statement that it consists of 1,438 lines (including the appendix giving alternate provisions for proportional representation and preferential voting) of ten words each, or a total of 14,380 words—somewhat of a contrast to the average American city charter which is more frequently characterized by prolixity and complexity than by clarity and simplicity.

To advocate the short ballot and non-partizanship in municipal affairs, two of the essential features of the Model Charter before representative of Canadian cities, would be carrying coals to Newcastle. For you already have embodied those important features in your municipal policy. You have made substantial progress in protecting and developing public utilities in the interest of the whole community, but there still remains considerable to accomplish along these lines. On a recent occasion your honorable and efficient secretary, W. D. Lighthall, M.A.K.C., said in an address on "Municipal Affairs in Canada":

"And now a few words on the nature and ramifications of the principal evil which the Union of Canadian Municipalities was established to fight: the oppression of the public by the management of certain private corporations. It is as plain as that twice two are four that we are in an age of trusts—universal combinations of share-held capital. The trouble with share-held capital on the large scale is that the shareholder usually does not investigate the morality of his officers—he exacts of them one thing only—dividends, and these under pain of decapitation. The officer who fails in providing dividends, whatever be his justification, is executed. By this process the respectable shareholder unconsciously forces his agents into shark methods. But there is another class; certain large shareholders and directors who go further: They personally know and direct the thefts of public streets and franchises."

In the same address he pointed out that among the difficulties with which you have had to contend has been the changing nature of municipal councils, and especially the mayoralties. No sooner have good men well begun their best work than they are removed, and a new beginning has to be made. "Fortunately," he pointed out, "a certain proportion of the new men are apt to take up work with a fresh interest, but we have become much impressed with the advisability of advocating persistent re-election of tried men in Canadian municipalities."

The Montreal situation, I take it is largely typical of other Canadian municipalities that are now operating under the controller plan of government. How it has worked out there may be gathered from the testimony of Former Mayor Lavell, who spoke not only from the standpoint of his experience as a mayor, but from fourteen years' experience as a member of the Montreal City Council. In an interview in 1913 he said:

"In the very nature of things, two bodies, such as the Board of Control and the City Council, cannot work well together. Their aldermen, perhaps naturally, resent having so little to do and, in consequence, delay and hamper proceedings in a way that certainly does not tend to the dispatch of business.

"I think that if the present condition of affairs are to be remodelled, the people should at the next election decide upon the election of one body only. This body might be given the name of controllers if desired, but it should not be composed of more than seven or nine members. It would not be the name that would count, but the fact that a small body of men would have it in their power to conduct the affairs of the city on purely business-like lines. Does one suppose that any great railroad, bank or other business would permit, for a moment, government by two bodies which were in constant conflict? This smile, I must frankly say, is applicable to conditions now existing at the City Hall.

"With one government body the business of the city could be transacted with promptitude, while by the present system it drags along in the most woeful manner, and the result is dissatisfaction. Just think what a round-about way the affairs of the corporation have now to be disposed of. There is not a single report from the Board of Control, but has to be sent to the City Council for adoption. Every report has to be delayed until Council meets, and Council can send back as many reports for additional consideration as it sees fit.

"It is scarcely possible, I may say, for Council to amend a report, as a two-thirds majority is required. I want to say that, even were the aldermen as anxious as the controllers to promptly dispatch business, there would be delays which would be greatly to the city's disadvantage."

From this concise statement of Mayor Lavell it becomes apparent that simplicity and concentration of power are not the chief characteristics of the prevailing form of government in many Canadian cities, if characteristics at all! THE CANADIAN MUNICIPAL JOURNAL, the highly interesting and useful organ of the Union of Canadian Municipalities, in commenting on Mayor Lavell's views concerning what it called the "Canadian" system, declared:

"He was—unfortunately—quite right in sorrowfully deprecating the ignorance of municipal affairs among even the big men of Montreal, and the apathy of far too many.

"He was quite right in claiming that the Mayor of Montreal has too little power for the position he occupies.

"He was correct in deploring the interference of the Provincial Legislature in affairs of Montreal.

"But we cannot agree with His Worship in wishing that Montreal should be governed by a Commission, without a Council. We can sympathize with Mayor Lavelle's attitude of depression at the way some few Aldermen have fouled the Board of Control, have belittled it, and have kept it from doing more than it has done.

"But we are not yet convinced that the Canadian system, a Board of Control and a Council, is better than a Commission without a Council.

"And the good work done under the new system—in spite of all the difficulties and drawbacks—by Mayors Guerin and Lavelle, and the Controllers, forms, we believe, a strong argument in favor of the system."

Canadian Annual Review

Mr. Castell Hopkins in his fifteenth Annual Review of Canadian Affairs, which is just published, has presented a volume well worth reading from beginning to end, and particularly at this time when men and women of this country are trying to get a perspective of Canada's part in the great war—the why and wherefore—and her opportunities to take her proper place in the councils of nations when hostilities will have ceased. The author, throughout the volume, has been very careful not to thrust his own opinions in the discussions rather the reader is left to draw his own conclusions from the facts and the opinions of other men, presented before him interestingly and convincingly.

Naturally the war takes up the larger part of the book, but outside this Mr. Hopkins gives an array of public work done in Federal, Provincial and Municipal affairs that must be somewhat surprising to the lay mind, whose usual conception of our legislation and statesmanship is that of befogged nothingness. A glance at the amount of legislation enacted during the year is strong evidence that our legislators are at least making laws. The trouble is that much of our legislation is so much waste paper, because of the lack of machinery to put it into practice.

The volume opens with the history and environment of the war, including the policy of the British Empire and the Allies, the position of the German and the Central powers and the situation in neutral countries, and the preparatory work of Canada. Then follows details of the work of the Canadians at the front — not only the combatants, but the non-combatants, particularly the Canadian Hospitals. The provinces are taken up in turn—the contributions of men and money from each being reviewed.

What is of particular interest to civic authorities is the eight pages devoted to a review of the Hydro-Electric Commission, and the Electric-Radial Railways of Ontario, both subjects of which have been discussed in the columns of this Journal. If there is any criticism to offer it is the lack of appreciation of the work done by the Municipal Councils in making it possible for Canada to raise and equip its army of 350,000—by insurance policies—Toronto has insured each of its soldier citizens for \$1,000—

contributions and taxes for Patriotic and other Funds, etc., and not in isolated cases by any means. All of which to say the least were factors in recruiting. It is hoped the municipal phase of the war will be given due recognition in the next issue of the review which has now become a big factor in Canadian thought and policy.

It is well for Canada that there is a Castell Hopkins to record and review year in and year out for fifteen years the public affairs of the Dominion. It must be a labour of love for no man could undertake such a work for mere gain — it wouldn't pay him, and Mr. Hopkin's reward must lie in the satisfaction of the achievement of a great work and in the spirit of gratefulness of every one of his readers. Be that as it may the reading of the Canadian Annual Review is always a pleasure to us and this year's edition if anything is an improvement on its predecessors.

At the beginning of the Review is a list of the works of Mr. Hopkin's, a perusal of which not only shows the tremendous energy of the man to have written and executed such a large number of articles and books every one of real literary merit, but the wide range of subjects chosen is evidence both of the author's versatility and Imperialism.

Australia, South Africa and India come into his per-view. Gladstone, Salisbury, Palmerston, Rhodes, Chamberlain, Balfour and Goldwin Smith as representing the larger affairs of Great Britain, and Thompson, Tupper and Laurier representing Canada indicate no small knowledge of the Empire's big men. And such a contrast of studies—Germany and the British Empire—The Alaskan Boundary Affair—Canadian Problems of Language, Race and Religion—Imperialism; What it means—The Indians of Canada—French Canada and the Empire—the mere titles of which are beyond the range of many, show the breadth of vision of Mr. Hopkin. Since this war has opened the minds of Canadians to the larger responsibility of Empire and consequently to a better appreciation of such work as that of Mr. Hopkin, it might be well for his publishers to seriously consider the republishing of some of his volumes. At least he would find a much larger public to-day than yesterday—F. W.

A MODEL CHARTER—Continued.

"If the Board of Control and Council were abolished, and in the proposed Commission a majority was elected of the kind of representatives as whose tactics made Mayor Lavallee so pessimistic, would not the condition be far worse than it has been with the good work of the Mayor and Controllers hindered by reactionaries?"

"The improvement most needed is to combine the Wards, as outlined in a recent number, according to the plans of the Citizens' Association, so as to have fewer Aldermen, and thus secure larger men.

"The situation comes back once again to the old cry, it is not so much the system as the men elected to administer the system, that really counts."

Perhaps not a commission in the way we understand that term, but why not, one feels impelled to ask, a commission manager form or city manager if one prefers that term. For as S. Baker said, writing in October, 1915, in the CANADIAN MUNICIPAL JOURNAL under the caption of "Signs of the Times"—and please note how I am confining myself to Canadian witnesses and authorities:

"The most generally advocated reform in municipal government is the separation of the legislative functions from the administrative. The legislator should be a fair representative of the people, the embodiment of their intelligence and idealism, their aim and desires. He should be directly in touch with the ratepayers. The administrator, on the other hand, is not interested in the politics of the people, their vote, nor their ideals. He should be an expert operator and independent. The expert has been described as a man extraordinarily intelligent on some branch of work, and a real expert is always more or less a monomaniac. He should never do more than advise as to legislation. He should always hold a subordinate place, except in so far as by his knowledge he can influence the judgment of the representative of the people.

"The people must pay the taxation and they should have the responsibility of determining what is to be done. Ex-

perts for administrative purposes cannot be elected to public offices, and should be appointed by the people's representatives, paid reasonable salaries, and compelled to give real expert service.

"The management of a city has become a gigantic business. Men without technical knowledge and practical experience, without authority, or proven business ability, too frequently try to govern the municipality, but generally they allow things to drift. What is more objectionable, they have muzzled the engineer and other heads of departments, and the ratepayer is not allowed to know the truth. The councillors in power practice on the people the confidence trick on a gigantic scale. The expert is too often the scapegoat for mistakes. . . .

"That there should be an administrative depart is a corollary of the preceding contention. Thirty men can deliberate, decide a policy, or legislate better than five or one, but five if one can administrate better than thirty.

"Germany owes her efficiency in municipal matters not to the Germans themselves, but to the political system which Frederick William the First, and Frederick the Great have created, so that a single will animates the whole administration. The whole Council acts like a single man, and every other consideration is subordinated to the city's interest, instead of squabbling over the question whether a corporation laborer lives within the city's limits, or whether the Alderman should go to a Fire Chief's Convention, or whether a committee should deal with a question before reference to a Board of Control."

This and the other quotations I have cited above are not the language of the National Municipal League's Committee on Municipal Program, nor any of its members, but the carefully expressed views of experienced Canadians, and so I adopt them, with pleasure, as being forceful and pointed, as substantial and effective arguments in behalf of the consideration and subsequently the adoption of the principles of the Model City Charter of the National Municipal League.

Delegation on High Cost of Living

An important delegation including representatives from many of the leading municipalities of Canada, the Union Canadian Municipalities the Trades and Labour Council, the National Council of Women, the Retail Merchants' Association and boards of trade waited upon the Government, on October 20, in the Victoria Memorial Museum, Ottawa to discuss the problem of the high cost of living.

The ministers present were Hon. T. W. Crothers, who presided; Hon. Robert Rogers, Hon. C. J. Doherty and Hon. T. Chase Casgrain.

The delegates included Mayor Church of Toronto, Mayor Stevenson of London, W. D. Lighthall, Sec., Union of Canadian Municipalities, Ald. R. H. Cameron, Ald. Ramsden, Ald. Graham, Ald. Gibbons, Ald. Robbins, T. A. Stevenson, J. Richards, James Simpson, L. W. Loomis, D. Chisholm, of Toronto; Mayor Hayes, St. John; Mayor Richardson, Kingston; Mayor Porter, Controller Nelson, Controller Kent, Controller Fisher, Ald. Muir and Ald. Brethour, Ottawa; Mayor Jackson, Windsor; Mayor Duffus, Peterboro; Controller Cote, Controller Ross, Ald. Houle, Ald. O'Connell, F. Wright, Montreal; Ald. Ashplant, London; J. C. Watters, president of the Trades and Labor Congress; A. K. Bennett, Brantford; Mrs. Adam Shortt of the National Council of Women; Ald. Pepper, Ald. Racine, Ald. Laroche of Ottawa.

Mayor Church of Toronto introduced the delegation. In doing so he said they did not come in the spirit of criticism, realizing as they did the difficulties of the situation. Something should be done to regulate prices.

Mr. Crothers pointed out at the beginning that prices had risen less markedly in Canada than in any other belligerent country, or indeed any neutral country except one. In the United Kingdom the price of foodstuffs had increased 65 per cent.; in Germany 117 per cent.; Austria, 161 per cent.; Italy 33 per cent.; Switzerland, 39 per cent.; and in Canada only 17.2 per cent.

Manipulating Prices.

Mayor Stevenson, of London, said that certain people wished to manipulate prices for their own end, and he mentioned the case of an independent flour company, which paid its shareholders 25 per cent and paid off all its indebtedness. This was not right during war time.

Controller Cote, Montreal, said the cost of living in Montreal had increased more than 17 per cent, contrary to the statement of the minister of labor. The working people in Montreal were suffering owing to the conditions which exist. It was not only food but fuel as well. He asked what had become of the commission which the government appointed to investigate high prices a few years ago?

It was beyond doubt that cold storage was being used for speculative purposes.

Mayor Porter of Ottawa said the high cost of living was felt very much in Ottawa, especially among the working class. Perhaps the high cost of living was due to supply and demand and could not be avoided, but if it was due to somebody profiting by the war it was high time action should be taken.

People came to him week by week asking what the city could do and suggesting that they buy food by the car load to prevent overcharges.

Controller Cameron of Toronto said that the establishment of abattoirs had promoted hygiene but had undoubtedly increased the price of meat. The embargo against the sale of oleo oils, should be taken off. The embargo had been put on for the benefit of the dairy industry. With butter at 48c a pound the dairy industry did not seem to be in need of the protection. The rise in the price of wheat by 45 per cent. did not seem to be reasonable. There should be an embargo against any exportation of wheat and flour except to Britain and allied countries.

Mayor Richardson, of Kingston, vigorously demanded of the government some action for the relief of the people from high prices. The average increase of 17 per cent. quoted by the minister of labor, reminded him of the Mark Twain story of the man wounded in fifteen places, but fortunately only ten of the wounds were fatal.

Not on Necessities.

Ald. Gibbons, of Toronto, a representative of organized labor, stated that he did not wish to question the 17 per cent. average increase in the cost of living which had been quoted by the minister of labor, but while it might be correct for the whole of Canada and for all commodities, yet it fell far short of doing justice to the rise in necessities. He belonged to an organization which kept track of living prices and he submitted them to the minister. The price of meats had increased in Toronto 60 per cent. since 1910.

H. J. Pettypiece, ex-M.P.P. for East Lampton, spoke for the United Farmers of Ontario. He declared that the farmers bore the major share of the taxation burden of the country. Agricultural production was wanted. The way to get it was to make production easier. There had recently been a meeting in London where an effort had been made to bring before it a resolution declaring that the agricultural industry of Canada should be relieved of all forms of taxation except war taxes.

Government Control.

Mr. W. D. Lighthall, secretary of Union of Canadian Municipalities, said that perhaps one principle that might enter into the solution of the matter was the fact that when competition is replaced by monopoly, regulation becomes necessary. The government might take it that that point had been reached in Canada. He believed that the government should control cold storage plants by a body like the railway commission.

Demand the Figures.

Ex-Controller James Simpson, Toronto, submitted that it would be equally easy for the government to demand statements of costs and profits from producers of food as the producers of munitions.

Controller Ross, of Montreal, strongly urged the Government to investigate the cold storages.

Mayor Jackson of Warsaw, said that in his district milk had been increased to twelve cents a quart, and he thought there should be some plan of federal control.

Mayor Duffus, Peterborough; Mayor Hayes, St. Johns, N.B., and Mayor Jackson, Windsor, made appeals for their cities.

Sees Some Manipulation.

Mrs. Adam Shortt, representing the Council of Women, said that the increase in the cost of living was causing a good deal of anxiety to the housewives of Canada. They were willing to do their share in bearing the burden, but they did not want it made heavier than it need be. The 150,000 women of the Canadian clubs of Canada suspected that cold storage manipulation and combines were to blame for the high cost of living. In Ottawa they could not see why potatoes bought in New Brunswick at 75c a bag and the charge for the same potatoes at Ottawa be \$1.75. The women of Canada had been entrusted with the duty of rearing the children of Canada to be vigorous men and women. To raise children, ample supplies of nourishing food were required. The government should give its attention to the problem.

Mayor Bowlby of Brantford, said that in his city bread cost a cent a loaf more and potatoes 40c a bag more than in Detroit. He believed the government had power to remove the duty on bread and potatoes and other commodities.

Retailers Say "Not Guilty."

Henry Watters, president of the Retail Merchants' Association, declared that the retailers were not responsible for the increased cost of living. They offered to cooperate in providing information. Mr. Trowern doubted that cold storage was as much to blame as was supposed for increased food prices.

Controller Fisher, of Ottawa, stated that there should be machinery provided by which people could get information on the cost of commodities and the cause of price increases. Municipalities should be given authority to bring on investigations into local conditions.

Ald. Muir, Ottawa, declared the remedy, if there was one, for the high cost of living, lay in giving the municipalities the authority to take action.

Paving by Direct Labor Versus Contract Work

By CHARLES A. MULLEN,

A Statement of the Advantages of Doing Municipal Paving Work by Direct Employment. If there are any disadvantages entitled to legitimate consideration, the writer does not know of them.

The City can, if it will, employ the best men, purchase the best materials and equipment, and proceed with paving or other public work in the best possible way. No one can do better.

The Contractor can, if he will, employ the same men, purchase the same materials and equipment, and proceed with paving or other public work in the same way, and no better.

The City, having control of a definite and large amount of work, can employ men steadily, and guarantee them better working conditions.

The Contractor, depending of each letting of contracts for his work, can not guarantee men steady employment.

The City, having control of the full purchasing power and a knowledge of the local supply, can secure the best unit prices and best deliveries.

The Contractor, having control of but that part of the purchasing power embraced in his contract, can not secure the best unit prices or the best deliveries.

The City, knowing that it will be in business this year, next year and the year after, can afford to purchase and install the most modern and efficient equipment, and to acquire sources of supply for materials where possible. A sand bank and stone quarry should be acquired in the case of nearly every City.

The Contractor, not knowing that he will ever get another job at the same place, must be very circumspect in equipment, often using inferior machinery that represents a small investment and therefore a smaller possible loss. He can not afford to acquire sources of supply especially for the purpose of a single paving contract.

HIGH COST OF LIVING.—Continued.

Government's Reply.

The Hon. Robert Rogers, Minister of Public Works, who first replied for the government said he had listened with more than ordinary interest to all the statements that had been made regarding the high cost of living and he appreciated to the full the importance of the question. He welcomed the presence of the representatives of the National Council of Women, and he praised the "very clear and reasonable statement made by Mrs. Shortt."

The minister said that the government was aware of the increase in the cost of living and had given great consideration to the problem. It had not found a remedy and he noted that no one at the meeting appeared to have suggested a remedy which would meet the case. He asked the co-operation of the people in the problem of administering the country just as the people had co-operated with the government in war activity. The difficulty of regulating supply and demand was tremendous. In the case of wheat the price was fixed by the laws of supply and demand throughout the world. It would appear that there might have been some cases of extortion in the case of cold storage and retail merchants establishment. He believed that investigation might accomplish something. He would be glad to have investigation made by a committee of this meeting or it could be left with the government.

No Price Regulation.

Of the success of the regulating prices Hon. Thomas Crothers, the Minister of Labor, had doubts. Prices had been regulated in Britain and in Australia but in both the increase cost of living had been vastly greater than in Canada. If the price of commodities could not be reduced the rate of wages could be raised. The cost of living had advanced much faster than the rate of wages. Investigation and publicity of prices suggested by Controller Fisher might accomplish something.

Hon. Judge Doherty spoke for investigation by the government and direct action by the government where such action seemed desirable. From what had been said, it appeared that cold storage could well be looked into.

With assurance that the government was sympathetic, the meeting closed.

The City knows it can proceed with its paving industry in a definite and assured manner, with more work to do each year, and its equipment never idle or scrapped for lack of work ahead.

The Contractor has no assurance of what to-morrow will bring. He takes a gambler's chance, and charges for it in the price of pavement. Gambler's chances do not wear well as street surfaces.

The City knows it can do the work as economically as any one. If labor gets more pay, the cost goes up correspondingly and no more. If labor is more efficient, it results in a benefit to the general public. The City gets what it pays for and pays for what it gets.

The Contractor knows he can not do the work as economically as the City, but believes that by paying his labor less and working his men harder, he can overcome the difference. To this he must add his various expenses, and,—last but not least,—his profit.

The City employees have no incentive to do poor work. They do not profit by putting less than the required amount of material into a mixture, or by laying less than the required thickness. If their work is not good, they are very likely to lose their jobs. The quality of the work is the primary factor, the cost is secondary.

The Contractor's employees have no incentive to do good work. Their employer profits by putting less than the required amount of material into a mixture, or by laying less than the required thickness. If their work is not cheap, they are very likely to lose their jobs. The cost of the work is the primary factor, the quality is secondary.

The City Manager of public works will require, if he is a good man at his job, that the work be well done, without the waste of either labor or material, so that ultimate human economy will be attained.

The Contractor Manager of public works will require, if he is a good man at his job, that the work be done at a profit,—honestly if possible, but at a profit anyhow. He has no thought of ultimate human economy in the matter.

The City can do all its paving work under one centralized management. It occupies but one office. Employs but one estimator, one cashier and one overhead organization throughout, thereby effecting the greatest possible economy in those who are indirect and not direct purchasers.

The Contractor must have his own overhead management, and each other contractor competing with him must have the same. He must have his separate office, his separate estimator, his separate cashier and his separate complete staff of clerks, whether he always has business for them or not.

The City employees do public work with a view to having it last as long as possible at a given unit cost that is based on a study of ultimate economy. They have not in mind the showing of a profit on their employer's books, and can work scientifically and unhampered.

The Contractor does public work with a view to having it last,—if he is a wise contractor,—at least until he can get to the City Hall and collect the money. All contractors have not been wise, and some paving work the writer has in mind did not even last that long.

The City can re-use all old material that is taken from the street in the process of preparing it for paving, or other old material that it may be securing at the same time from other sources, or that it may have on hand. This is an important item that will grow in importance as the years pass.

The Contractor can not be trusted to use old materials judiciously, and if he could, it is above reasonably human possibility to draw a contract, in most cases, that would give reasonably definite limits for the re-use of old material and a just credit to the City therefor.

The City will do the best possible job under a given specification. It is to the City's interest to do so.

The Contractor will do the cheapest possible job under a given specification. It is to the Contractor's interest to do so.

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Commissioner Advises Retrenchment

Mr. Commissioner Bradshaw, Toronto, in a recent report to the Toronto Board of Control urges a strong policy of retrenchment in the city financing. He gives as a special reason the rapidity with which the debt has increased in recent years, together with the prospect of which it will attain when the present undertakings are completed. This opinion he supports with facts and figures.

Mr. Bradshaw points out that at the close of 1915 the permanent debt of the city was \$86,146,524. When the works now under way are completed, and bonds issued, the permanent debt of the city will not be less than \$109,000,000, or over four-and-a-half times what it was in 1905, when it totalled \$24,066,916. In 1910 it had increased to \$57,967,039. Mr. Bradshaw points out that his estimate of a debt of \$109,000,000 does not include the contemplated works that have not been commenced, estimated at \$21,000,000, and the war liability which is not at present determinable.

The following is a summary of the city's undertakings:

Civic undertakings, recently completed but not permanently financed, funds having been provided through temporary loans..	\$ 9,991,461
Works proceeding, but financed by temporary borrowings, \$3,266,154 having been already paid out, leaving yet to be provided	9,504,737
Works being actively proceeded with and permanently financed, \$15,884,496 having been paid out, leaving yet to be expended	6,997,738
Works in contemplation but not yet commenced,	21,059,642

"So far as can be ascertained now," says Mr. Bradshaw, "there will have to be provided by way of overdraft or loan by December 31, on account of current expenditures, the sum of \$5,225,000. This large amount will practically represent arrears of revenues, taxes, etc., which should have been paid in this and previous years, but which will not be received until some time after the close of the year. The substantial amount of current revenue, approximately \$5,000,000, which is constantly in arrears, compels the city to be a much heavier borrower than should be the case, and makes the municipality dependent upon its bankers. The city is compelled to pay \$250,000 a year for this accommodation. It appears to me that we should aim to so regulate the receipt of our revenue, that it will cosely harmonize with the period of its expenditure."

"In respect to undertakings involving capital charges, the commissioner recommends that the policy be adopted, that no new work, service, etc., shall be recommended, authorized, or proceeded with, during at least the period of the war, unless good and sufficient evidence can be adduced that the same is absolutely necessary, and, that all the outside boards be asked to adopt this policy also; and that a conference be held to determine what contemplated works may be deferred for some years."

Lest any misconception be put on Mr. Bradshaw's report on misconception of his counsel let it be said at once that Toronto financially speaking is one of the strongest municipalities on this continent and the finance commissioner would not have it otherwise, but he is naturally anxious that the Queen City be looked up to as the model city of finance, and if his counsel is taken—as no doubt it will be—a very short time will see the consummation of his work. By civic expenditures we take it that the Commissioner means capital expenditures and that only such liabilities be incurred that can be met by current revenue. How far this can be done with civic undertakings only partially completed and only financed by temporary borrowings remains to be seen. The same again with the constantly increasing expenditures necessary to keep going the administration of such a growing city like Toronto particularly in view of the generally accepted axiom—not always wise—that a municipality to keep ahead of the times must really be in advance in improvements—which cost money.

Mr. Bradshaw has a great task ahead of him, but we venture to say that the bigness of the man will be shown in such a situation. That is, we believe, he will find a way of making Toronto even more financially solid and without curbing the expenditures for necessary improvements and development, though at the moment it looks like trying to make two and two into five. But this has been done.

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MUNICIPALITIES OF SASKATCHEWAN IN GOOD FINANCIAL CONDITION.

Mr. J. N. Bayne, Deputy Minister for Municipal Affairs, in his annual report, speaks very highly of the financial conditions of the municipalities of Saskatchewan. "Never before were the rural municipalities of Saskatchewan in better condition than at present," states Mr. Bayne. "The year 1915 closed with the majority of the rural municipalities showing a handsome cash surplus on hand, all liabilities paid, and the requisition of each of their respective rural school districts amply filled. Policies of economy had much to do in reaching this happy state, while the unusually abundant crop was an auxiliary in bringing up to a splendid financial basis practically all the municipal institutes of the province. One result, so far as rural municipalities are concerned, has been an almost complete absence of application to borrow money by debenture during the first four months of 1916. The cash surplus, so often in evidence, has made such borrowing unnecessary. And in addition the desire to curtail expenditure, excepting where absolutely necessary has been a contributing factor. . . . According to the 1915 financial statements, the average cash balance in each rural municipality at the end of the year was \$6,000.

The prosperity existing in the rural communities soon showed itself in the urban centres. Villages, towns and cities promptly reflected the result of happy conditions in the rural districts. Were it not for certain subdivision areas, it could be easily stated that never before in the history of the province were taxes so well paid up as at present.

With regard to the financial difficulties of some municipalities, Mr. Bayne has this to say:—

"There are in Saskatchewan two hundred and ninety-seven rural municipalities, three hundred and four villages, seventy-two towns and seven cities. Notwithstanding the fact that these came through, within the last five or six years, a remarkable period of development and rapid rises in valuation with conditions resembling a boom, only a very few of them are found to be in financial difficulty. Some of our urban centres developed from the bald prairie to thriving commercial centres within a period of less than one year. This always means, on the part of such centres, abounding optimism and an atmosphere of hopefulness on the part of all its citizens that often leads to heavy borrowing and an improper discounting of the future in the expectation that each of such new centres will speedily become a thriving metropolis. Every period of development is marked by a rosy outlook for the future. It is surprising, therefore, that at this date less than five out of a total of six hundred and eighty municipalities find themselves somewhat awkwardly placed in meeting their debenture instalments. These are restricted to towns, but their condition is not hopeless, although somewhat embarrassing. A struggle will mean relief from the difficulty. It is noteworthy, however, that the percentage of those in difficulty is only about two-fifths of one per cent and there is no likelihood at all of anything in the nature of repudiation of their debts on the part of this small percentage, but as already intimated, a little delay must necessarily occur in adjusting their debts; western municipal institutions quickly recover from a period of depression."

Urban Statistics.

The population and debenture debts of the principal cities and towns of the province are reported as follows:—

The figures for Saskatchewan's cities are:—

City.	Popula- tion.	Asses- ment.	Taxes levied.	Deventure debt.
Moose Jaw	20,000	\$35,083,579	\$ 871,229	\$6,138,164
North Battleford	5,000	8,275,741	167,034	1,116,370
Prince Albert	10,000	25,968,974	215,086	3,342,481
Regina	50,000	80,007,409	1,555,329	9,456,800
Swift Current	5,000	10,046,559	209,583	182,689
Saskatoon	25,000	51,987,298	986,932	7,481,610
Weyburn	5,000	9,370,964	177,095	779,512

And those for towns 2,000 population and over are as follows:—

Town.	Popula- tion.	Asses. ment.	Taxes levied.	Deventure debt.
Estevan	3,500	\$3,390,143	\$60,005	\$489,341
Humboldt	2,500	1,595,969	15,959	325,834
Maple Creek	2,000	1,482,460	14,824	124,486
Melville	2,700	3,107,828	54,391	375,393
Yorkton	5,000	6,525,220	86,132	702,874

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CITY OF HALIFAX, N. S.

We recently had the opportunity of examining the annual report of the City of Halifax which is published in a Royal blue binding with the coat of arms of the city embossed in gilt on the front cover. The report itself is exhaustive, without being tedious, going into details of how every dollar has been collected and spent, and the working of the different departments. The weakness of the report would seem to be in its lack of analysis. This might not be absolutely necessary in a city of Halifax's standing, but a comparative statement would have been very instructive to the ratepayers and those interested in the bonds of the city.

PUBLIC UTILITIES.

Below is a statement showing the earnings of the utilities of the City of Edmonton for the seven months ending July 31st, 1916:

Surplus balance over all charges.....	\$34,597.25	
		Surplus on all charges (incl. depreciation and capital charges)
		Surplus on Operation.
Telephone Department.	\$ 98,267.21	\$ 6,710.64
Electric Light Dept.	85,174.34	37,342.36
Waterworks Department	103,525.00	14,625.00
xPower House to (June 30th).....	109,968.93	38,930.03
Street Railway Dept....	85,859.55	*63,010.78
Total	\$482,795.03	\$97,608.03
		*63,010.78

(x)—Taken over by Alliance Power Co., Ltd., on July 1st.
(*)—Deficit.

In connection with the Street Railway, the deficit for the first seven months of 1915 was \$75,136.90, and for the first seven months of 1916 was \$63,010.78, showing a betterment of \$12,126.12, in spite of the fact that the City of Edmonton has decreased in population and that five battalions of her soldiers have been in camp at Calgary and elsewhere during the summer, and are still away.

FIELD TELEPHONE CABLE.

A well-known cable Company of Ontario is at work on a large order of field telephone cable. The extensive use made of electricity on a modern battle field for signalling to, and otherwise communicating with widely scattered bodies of troops, renders electrical conductors a vital factor in the handling of armies, and the frequent destruction and rapid deterioration of such systems of conductors in this service necessitates an enormous and continuous supply.

A large order for seamless copper tubes to be used as shrapnel bands has also recently been received. As material of this character is not manufactured anywhere in Canada at the present time, the company will fill the order with tubes manufactured by its associate company in the United States, which is supplying large quantities of copper, brass and bronze products both direct to the allied governments and indirectly through contractors.

Some Useful Books

Anger Digest of Mercantile Law of Canada, 1915.	2.50
Berry. Law Relating to Automobiles. 1909.	3.00
Beven. Law of Employers' Liability and Workmen's Compensation. 1909 ...	5.00
Bicknell and Kapple. Practical Statutes in force in Ontario. 1900.	6.00

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RESERVE FUND	-	\$16,000,000
UNDIVIDED PROFITS	\$1,321,193	
TOTAL ASSETS	- -	\$390,421,701

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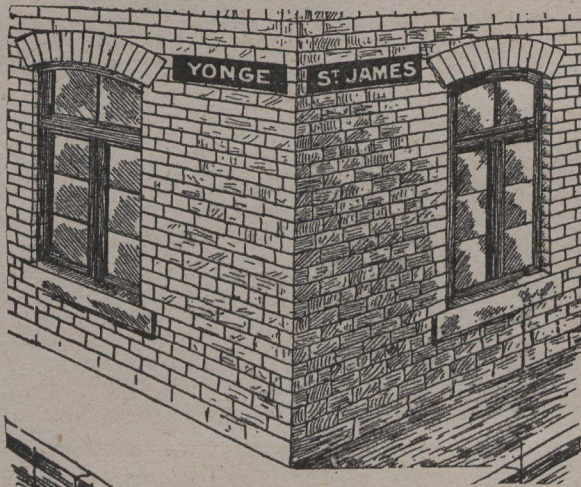
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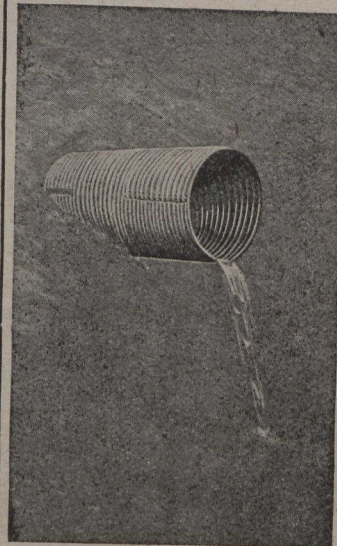
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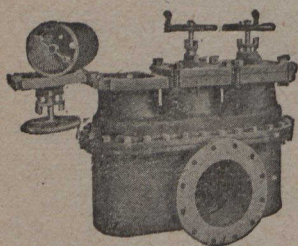
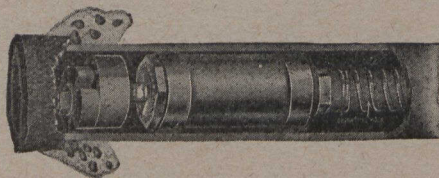
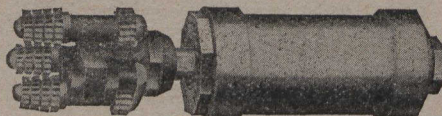
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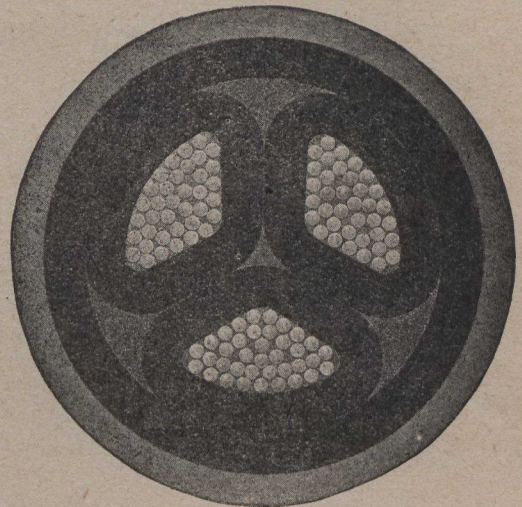
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