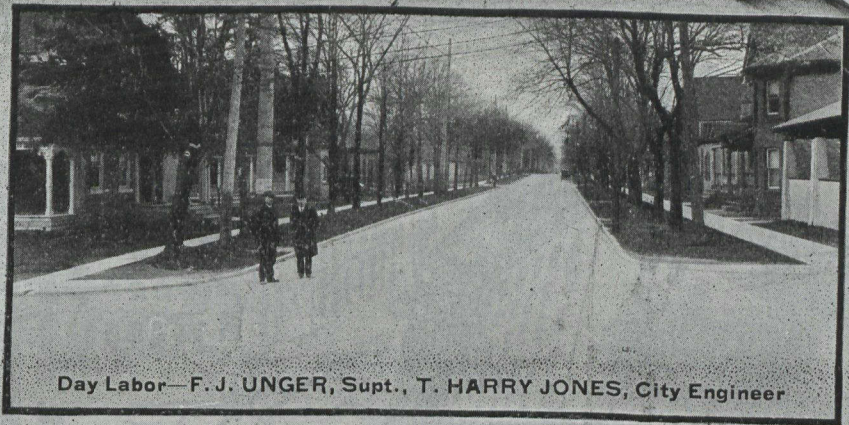


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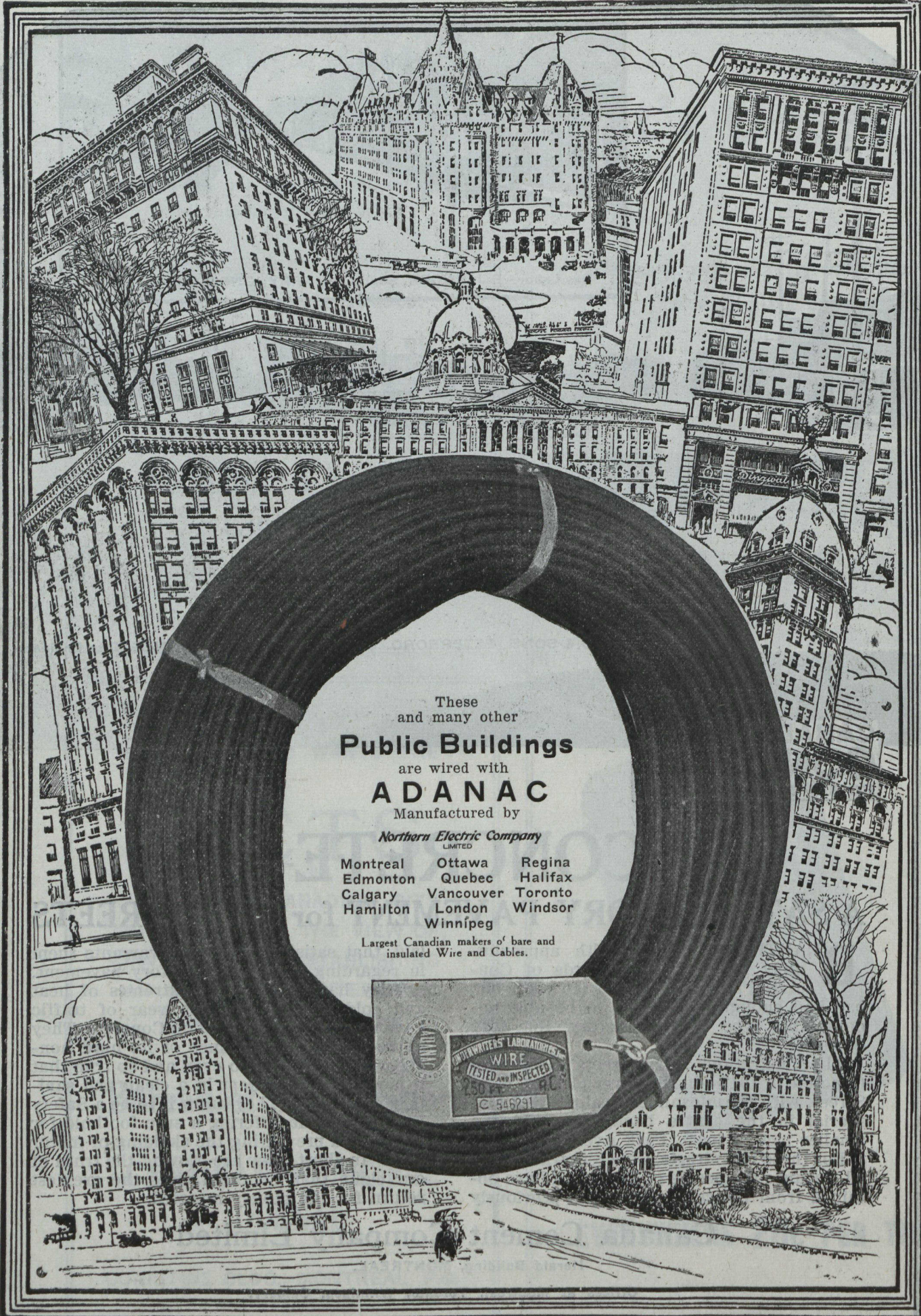
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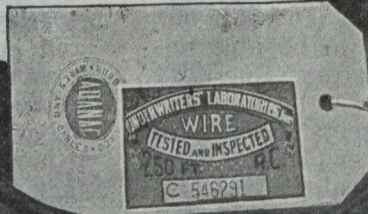


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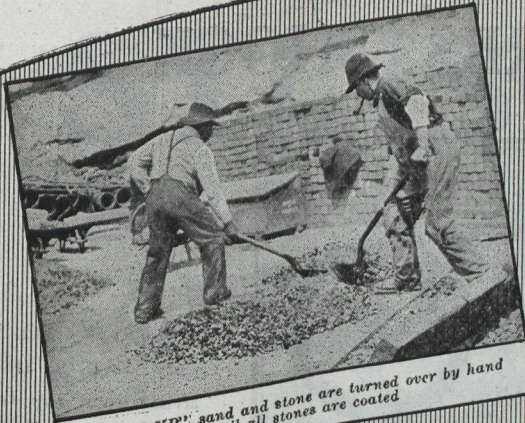
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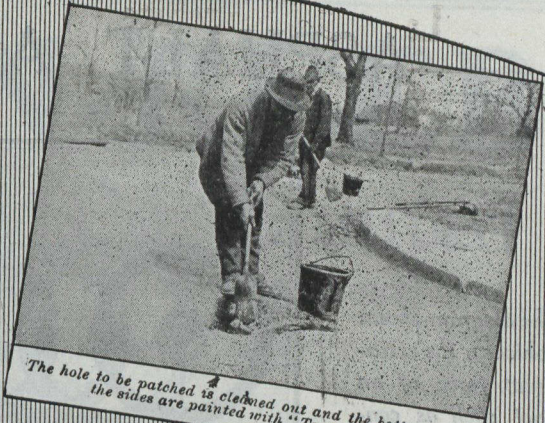
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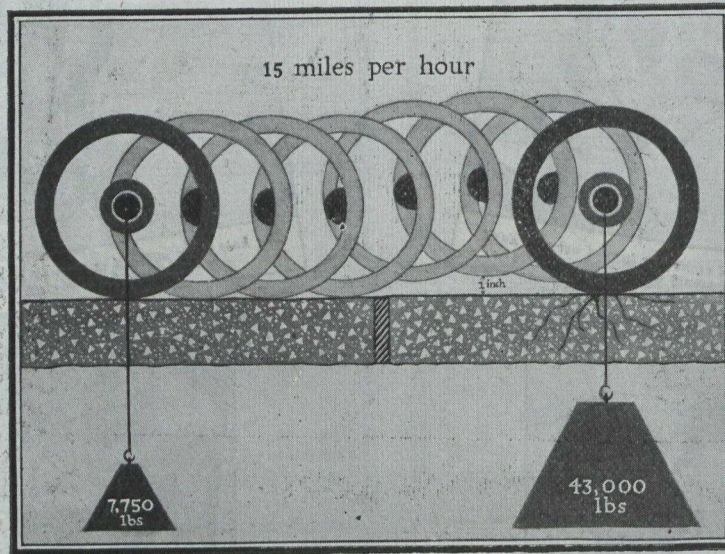
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FREDERICK WRIGHT, Editor

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No. 10

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## Canadian Coroners.

Mayor Church of Toronto and the County Council of St. John, N.B., would do away with the office of coroner because of its apparent uselessness in bringing guilty parties to justice. Though there is much cause for complaint in the way many coroners carry out their duties, the position itself is one of the most responsible in preventing miscarriages of justice. The duty of a coroner is to investigate every case of sudden death or that of any person who dies under suspicious or peculiar circumstances, and to ensure non-interference he is given wide—practically absolute—powers in his search for the truth; he is the constant guardian of the community's moral code, and because of the independence of his position the coroner is a check on the police in regard to suspicious cases of death. Every sudden death and every body found must be reported to him immediately, so that he may investigate the cause, and in the case of most coroners, the investigation is sharp and direct, without frills and legal interference. All this, of course, is on the supposition that the coroner carries out his duties honestly and without fear. When he is lazy or indifferent, instead of being a protector, he is a menace to society and the sooner he is got rid of the better, but to do away with the office would simply be placing society in the hands of a system of irresponsibility, because, failing the coroner, there is no direct responsibility on any person to

start an investigation that may bring to light the cause of any death that had been caused by murder, manslaughter or criminal neglect.

Mayor Church's principal complaint was that too many deaths caused by reckless automobile driving had been allowed to pass as "accidental death." This is true, not only in and around Toronto, but in many other districts. But this is not always the fault of the coroner himself, but the coroner's jury, who seem to be very scared, unless there is direct evidence, to take the responsibility of bringing in a case of, say, manslaughter against a reckless driver, and it is surprising how the passengers of a death car will perjure themselves to protect the driver against the consequences of his reckless driving. What is wanted in this country is a closer police surveillance over drivers of automobiles. Any death car, whose driver had no license, should be confiscated, and the driver heavily fined, whether he, or she, escapes from the coroner's jury or not, or where the driver has a license it should be confiscated, unless it be proved that the victim was at fault.

In the Old Country the coroner, who gives the whole of his time to the work, while independent of all local influences, is responsible to the Secretary of State for Home Affairs, who closely investigates any complaints made, either for the way in which the coroner carries out his duties or his charges to the jury. This has a deterrent effect on carelessness or incapacity. In Canada the coroner is responsible to the Attorney-General of the Province in which he is located, and we do not see why the same close check is not kept on our coroners by that officer.



## Industrial Communities.

Canada, like the rest of the world, is going through a period of social unrest which if not remedied soon will have a baneful effect on the progress of the country. The difficulty is that both capital and labour are too self interested to see the danger, as may be illustrated in the fact that we have little evidence of these two great forces working together for the common good, consequently there is a continuous distrust, not only between the two forces, but between both forces and society. But what examples we have of collaboration between capital and labour are worth while. They stand out like shining lights in the darkness of self-interest and selfishness. This collaboration has been brought about in the first instance by the building of dwellings for the workers by the employers, who realized that contented workers were good workers, and that the best way to make good workers was to see that they and their families were properly and cleanly housed.

It is well known that industrial communities built on sane town planning lines have been and are a good investment from a purely economic point of view so far as the employers are concerned, and a splendid investment in health and happiness so far as the workers themselves are concerned. As such, these private housing communities are not only a profitable experience for both capital and labour, but are examples that may well be seriously considered by our municipal authorities in the building up of a larger and better social life. But it may be said that these private housing schemes are philanthropic to the extent that they do not pay for themselves, and consequently can have no place in the deliberations of public bodies administering public funds, but it has been proved that from a monetary viewpoint alone it is in the interest of the community itself that the building of workmen's dwellings should be carried out by the local authorities, as the trustees of the people.

## Rental Courts.

The Provincial Government of Ontario is evidently going to take action regarding the high rents prevailing in that Province. Along what lines such action will take is not stated, but it will be followed with interest by the people affected, which means a large proportion of our population. The suggestion has been made that Rental Courts be established in each community, and we believe such courts would do much good, inasmuch as their existence would scare the profiteer landlord—and the decent owners of tenement property would need have no fear.

That there is profiteering going on in rents has been proved time and again. In the city of Montreal rents increased this year from fifty to one hundred per cent on tenements, most of which were built before costs of building went up, so that there is not even the excuse of costly building. And the same conditions may be found in practically every urban locality. Of course, the situation is the result of the shortage of houses, the landlords taking advantage of the economic axiom of supply and demand, and until the shortage is made up, such is the demand, some landlords will always find means and ways to evade the penalties of any law, unless it is imprisonment.

Just how the shortage of houses, caused by the private speculator not finding enough profit in building, is going to be made up is hard to say, unless the local authorities build themselves. Under the conditions prevailing they are the only

logical builders, but strange as it may appear, the municipal councils are somewhat diffident to tackle the work, the reason being, in many cases they are afraid of the criticism of local proprietors. Economically and socially, every community should have enough dwellings to house every citizen, otherwise the standard of living and consequently the public health, will suffer, so that when private builders fail to keep up the supply it becomes the business of the authorities to step in and build, even at prices that will bring in little or no returns on the capital invested. The returns in such cases would be in better health, an asset that cannot be measured in dollars and cents. Our conclusions then, are first, that drastic means should be taken at once by the authorities to keep down rents to a fair return on the actual cost of tenements—not the present fictitious values—and second, the authorities should build enough dwellings to make up the shortage. Two radical measures, but necessary if the present housing situation is to be fully met.

In the Old Country, according to the Housing Act of 1919, the local authorities are compelled to build dwellings for the whole of the working-class of their respective districts, unless the need is met by other agencies. It should be stated though that even with such powers and obligations, to take an extract from the annual report of the Department of Ministry of Health, "the progress during the year was by no means as rapid as had been hoped." But the fact is that in Great Britain the local authorities do realize and accept their responsibility on the question of housing, and it is to be hoped that the Canadian local authorities will not be behind their English colleagues in so far as their opportunity goes.



## Community Development in the Country.

The American Civic Association, in making "Country Planning" the dominant feature of this year's convention, has taken a step that would be well worth following in Canada. The drifting of the young men and women from the country to the "bright lights" of the city is the principal disturbing element in the economic development of the Dominion as an agricultural nation. The cry of the country is for more labour, not the labour of the city that periodically takes to harvesting—it is too uncertain—but the labour that will become married to the soil, that will produce the year around the fruits of the earth. This is not forthcoming, and the reason is not far to seek. The country districts of Canada have absolutely no social life—no means of bringing the people, and particularly the young men and women, together—no dances—no sing-songs—no picture shows—no means of self-improvement, either mentally or physically—no reading rooms or gymnasiums. The city offers all these, and much more that is not conducive to good

morals, but the human being is so made up that he craves for human society. Communion with nature is not enough for him to-day. He wants life, and who can blame him. But, as we have stated time and again in these columns, the average man and woman can get all that is best in life right in the country, if only the community would waken to the fact that in its local school-house is the means for community gatherings, concerts, lectures, dances and so on. The school-house should be just as much a meeting place for the parents in the evening as for the children in the day-time. What is first required is a community leader, who in the country districts of the United States is often one of the teachers, engaged—at a good salary—for his or her social qualifications. And it is remarkable what a live community leader can do for a district at very little cost—he, or she, can simply turn a social desert into a veritable paradise, the effect of which is that the boys and the girls will stop on the farm. It is surely worth a trial.

## The Deepening of the St. Lawrence Canals.

Before the International Waterways Commission the Province of Ontario and the West and in particular those communities directly affected by the great chain of lakes are urging the widening and the deepening of the canals that connect Lake Ontario with the St. Lawrence, so that ocean vessels may travel up to Port Arthur at the head of the lakes without trans-shipment at Montreal. Certain interests in Montreal are against such deepening, the reasons given being that the expense was not warranted, though the real reason is the fear that the Port of Montreal would lose its position as the premier port in Canada. Such an attitude is neither logical nor fair, for whatever benefit the lake communities would receive through the deepening of the canals, a like benefit would accrue to Montreal,

because it will always be the head of ocean navigation. The attitude of the Montreal protestants is something like that of Liverpool (Eng.) some twenty years back when the Manchester ship Canal scheme was inaugurated. At that time the Liverpool people could only see blue ruin for their city as a port. Subsequent events proved they were wrong in their surmise, for while Manchester leaped at once into one of the most important ports in the United Kingdom, Liverpool itself forged ahead at a much faster rate than it had done previously. And this is, what will happen in Montreal for the reason that the opening out of new ports to ocean navigation will direct more shipping to the St. Lawrence route, and all the communities would proportionately benefit.

## The Board of Commerce and Sugar.

The Board of Commerce in its recent judgment that prevents the importation of sugar for the remainder of the year, again placed itself on record as a board of incompetency, so far as carrying out the supposed spirit of the act that created it. Primarily the board was established to prevent profiteering in the necessities of life, and even in rents, but for one reason or other it has failed, and the three original members have retired. Now, because the bottom has dropped out of the high price boom in the United States, which must be followed in Canada if her manufacturers and traders are to do any business at all, the present board must need go out of its way to prohibit the import of a staple article of food for a period to allow a certain industry to get rid of its present stocks at prices at least fifty

per cent higher than the prices prevailing in the United States for the same article. The Board of Commerce has fixed the price of sugar at 21 cents per lb, when in New York the price at this writing is 12 cents per lb. retail. Not much protection for the Canadian consumer.

When the Food Board was disbanded to make way for the Board of Commerce, it was confidently expected that profiteering would be eliminated. The results have shown that in effectiveness in keeping down prices the old Food Board (which was established primarily to commandeer the foodstuffs of the country for export to the seat of war) was superior to the Board of Commerce. As a matter of fact, the new board has done nothing to warrant its expense, and the sooner it is disbanded the better.



## "Hands Across Canada"

In a very earnest address before the convention of the Union of Canadian Municipalities, Mr. G. E. Saunders, the Secretary of the Alberta Union, made a strong appeal for more unity and better understanding between the East and the West in municipal affairs. As Mr. Saunders truly said, there was so much to learn from each other that there was no place for superiority and jealousy in any part of municipal Canada. The West, with its ardent demands for reforms, not always practicable, can take many lessons from the older East that has already got good results through the experience of trying out different systems of local administration; and the East would be the gainer in absorbing a little more of Western enthusiasm.

One thing is certain, the Union has a great opportunity, by broadening its activities, to bring about the consummation of Mr. Saunderson's slogan to clasp "Hands across Canada" in municipal fraternity, but the Union will not go very far unless it has the active co-operation of all its members. Of course, the executive can do many things to build up the Union, such as visiting and holding conventions and meetings in different parts of the Dominion, but these are costly undertakings in these days of expensive travelling, and no doubt the same reason may be given for the comparative small attendance at its annual conventions, but even for the work it is doing it should receive better encouragement from the local councils. At the present moment it is putting up a hard

fight against the proposed increased Bell Telephone rates. What this means in securing information and data so as to put up a good case can only be fully understood by those who have gone through the mill—but one thing that every council should understand is, that it costs money. When the next session of the Dominion Parliament meets every bill must be examined, so that any clause affecting the welfare of the municipalities may be taken up—which again takes up time and money. One may ask where would municipalities of Canada be if it was not for the watchfulness of the Union executive? They would simply be the dumping grounds of the franchise hogs. This is a hard statement to make, but we take full responsibility for every word, and we make it to bring home to the councils the responsibility that the Union has taken from their shoulders.

There never was so much responsibility on the councils as now, and there was never such an opportunity as at the present moment "to get together." We maintain that municipal government is the more important of the three governing units in the Dominion, because it deals directly with the social and economic welfare of the people, and consequently it is essential that every civic problem should be discussed in the light of the experience of ourselves and others. For purely local reasons then it is the duty of each council to seek through conventions and co-operation all possible advice and we repeat that Mr. Saunderson's slogan of "Hands across Canada" is worth while.

## The University and the Community.

Admirers of McGill University have banded themselves into a committee under the chairmanship of Mr. E. W. Beatty, K.C., President of the C.P.R. and Chancellor of Kingston University, for the purpose of raising by subscriptions the sum of \$5,000,000 so that the university may "carry on." There is no doubt that this sum could be secured from one or two wealthy supporters, but the idea of the committee is to make the campaign into a popular movement, and so bring old McGill into closer touch with the man in the street. The propaganda is a serious attempt to make the university a living part of the community.

Such an innovation cannot help but meet with the sympathy and co-operation of all those who are anxious to raise the standard of our social life. The university should be the leader in everything that uplifts men from things material to things spiritual, and such is supposed to be the primary object of its existence, but such is the weakness of man that this phase of our university life has for many decades been lost sight of, with the consequence that too many colleges have become little better than mere academic machines for the purpose of turning out men of knowledge, but not necessarily of character. This purely academic spirit has so held itself aloof from the community that to-day there is a gulf of suspicion and uncertainty between cap and gown on the one side and the business man and the worker on the other.

It is to bridge this gulf that McGill University

is attempting the present campaign, and the fact that the Principal is Sir Arthur Currie is a fitting compliment to the effort, and should, as no doubt it will, be an assurance of its success. In 1914 the transition from peace to war was quick, much quicker than the transition from war to peace, which took over four years to complete. The war cost millions of lives, and it seared the living men and women who took part in it with its damnableness, and none more so than the leaders Foch, Haig, Beatty, Currie. These men were not fire-eaters, but God-fearing men of strong character who, having fulfilled their duty necessitated by the stern demand of war, hoped and even trusted that the world would be better for the awful scourging. It is one of these leaders who, having laid aside the habiliments of war, has now put on the mantle of the pedagogue so that he may teach the high humanities to our citizens. First in war and first in peace, is surely an applicable term regarding Sir Arthur Currie's position as principal of McGill University, and as he is insisting that the university and the community must be as one in the uplift of mankind, it would seem that he is going to be the first to bridge the gulf that has too long separated the people from the university and all that it means. Such being the case, Sir Arthur Currie deserves all the encouragement the citizens, not only of Montreal, but of all Canada, can give to enable him to successfully succeed in the task he has undertaken.



### A CANADIAN POLICE MAGISTRATE.

In our last issue in briefly referring to the system of appointing amateur magistrates in England we stated that "fortunately in Canada the administration of justice is practically wholly in the hands of professional judges, even in petty cases." We might have added that our police magistrates, because of their larger powers as compared with their English contemporaries, and their independence, which makes them judge more cases with equity than from law, have become an institution essentially Canadian in character and procedure. Such a magistrate is Col. George T. Denison, the veteran police magistrate of Toronto, whose recollections have just been published with an introduction by that able deputy minister of education for Ontario, Dr. A. H. U. Colquhoun. Appointed forty-two years ago, Col. Denison has tried the majority of the 650,000 cases that have been dealt with in his court during that period with a fearlessness and insight into character that at times has dumfounded the legal mind steeped in the lore of precedents and delay. Yet very few of the Colonel's judgments have been upset by the higher courts. His love of justice, and his common sense soon became a slogan to the frequenters of his court, and though at all times he has been unsparing in the punishment of brutality and cruelty, he has always shown a feeling of practical sympathy to those who have been victims of their own weakness or of circumstances over which they had no control. Even those who make their living by means against the laws have a sense of fair play, and when caught take their punishment with philosophic stoicism when fairly judged, and it must be with a certain sense of pride that the Colonel is able to state in his Recollections that in no one case has a defendant of this class appealed against his judgment. Of course, such recollections would not be complete without their humor, and some of the episodes related are worthy of the best writers of comedy. The Recollections, which are published by the Mussen Book Company of Toronto, are well worth reading by all students of Canadian life and character.

### WHY MUNICIPAL MEN SHOULD READ THIS JOURNAL.

Extract from a Letter—

For successful civic administration three factors are necessary:

1st. A keen intelligence in all things municipal on the part of the municipal council.

2nd. The closest co-operation and functioning between the legislative and administrative sides of the local governing body.

3rd. The best understanding between the council and the ratepayers every day of the year.

Assuming this dictum to be correct it is obvious that it is the duty of the local council to obtain the very best and latest information pertaining to civic affairs, and one cannot conceive any better means to get such information than through a live journal such as the Canadian Municipal Journal.

### THE TELEPHONE RATE FIGHT.

The advantages of the Union of Canadian Municipalities organization and the activities of its officers have never been better displayed than in the promptness with which they arrayed the Union's forces to resist the threatened new inroads of the Bell Telephone Co. of Canada. Immediately on the publication of the Bell Telephone Company's application, the Secretary-Treasurer entered into communication with President Roberts and arranged for a meeting in Montreal on the 25th August of representatives from the principal cities and towns of Ontario and Quebec. This was duly held and was largely attended, the spirit of co-operation shown by the delegates being remarkable. A Special Executive Committee to handle the campaign was appointed consisting of Chairman E. R. Decary, of the Montreal Administrative Commission; F. B. Proctor, City Solicitor, Ottawa; Mayor Jos. Samson, of Quebec, and Ald. F. E. Harley, of London... A thorough staff of experts has been engaged, consisting of Chas. Laurendeau, of Montreal, and an Ontario assistant counsel for the legal side; Mr. Haghanaw, of Chicago, for technical matters, and Price, Waterhouse Co. for accounts and finances. Whatever may be thought of the exorbitant charges proposed by the telephone people, our Union members may be assured that their interests will be energetically defended. The Secretary-Treasurer is now obtaining volume records of telephone calls from business firms in cities affected and is working out the effect in dollars and cents for the information of the Railway Commission and the public when the question comes up next month.

### JUVENILE COURTS.

Juvenile Courts are a development of modern days. Their establishment has been based on the legal concept that the juvenile offender is the erring ward of the State, rather than a criminal foe of the social order. Community appreciation of Juvenile Court work has been based on the realization of several principles which are admirably stated by Edward F. Waite, District Judge of the Juvenile Court, Minneapolis, in his paper on "The Origin and Development of the Minnesota Juvenile Court," as follows:

1. The value of the child to the community;
2. The relative moral irresponsibility of juveniles;
3. The advantage of reformation over punishment as a social motive in dealing with offenders;
4. The effect of heredity and environment on character;
5. Community responsibility for conditions resulting in inherited and environmental handicaps.

Since the establishment of the first Juvenile Court in Chicago in 1899, Juvenile Courts have been set up in many of the large cities in Canada and the United States.—Toronto Bureau of Municipal Research.



# Convention of the Union of Canadian Municipalities

City of Quebec, July 27, 28, 29.

(Continued from Last Month.)

## MORNING SESSION — WEDNESDAY JULY 28th, 1920.

The Convention resumed its deliberations at 10 o'clock when His Honor Sir Charles Fitzpatrick, Lieutenant-Governor of Quebec paid a visit of welcome to the delegates. After explaining that through a misunderstanding the visit had been delayed a day, His Honor extended a warm welcome to the capital city of the Province of Quebec, which he stated might be considered the heart of Canada, inasmuch as no event of national importance had been uninfluenced by Quebec. He stated that days of racial conflict were over, as it was necessary that the two great races should unite closely to ensure the progress of the Dominion. It was from the old City of Quebec that the discoverers of western communities had embarked. Quebec had kept its old character unspoiled by time and buildings centuries old could still be seen on the narrow streets established in past days.

In conclusion, the Lieutenant-Governor was satisfied to regard the Convention of the Union of Canadian Municipalities as another link ensuring real national unity. He

trusted that the delegates would derive great benefit for their objects, which unquestionably represented sound politics and finally, on behalf of Lady Fitzpatrick and himself extended a cordial invitation to all to pay them a visit at Spencerwood.

Mayor Clarke of Edmonton said he was convinced that apart from benefit resulting for the municipalities, the Convention would certainly have the effect of bringing Canadians closer. He thought it was wonderful to see that with a population of ninety per cent French-speaking, an outside English-speaking Canadian felt just as much at home as in his own town, where the percentage was the reverse. He thought Quebec was giving a splendid example of good feeling and broad-mindedness.

Major Bouchard of St. Hyacinthe, spoke in French, and expressed compliments to the Lieutenant-Governor and to the visitors. He said that while in Victoria, two years ago, a French-Canadian had been elected Chairman of the Convention, though there were only three delegates from this Province.

The Chairman thereupon introduced Mr. F. W. Galbraith, ex-Mayor of Red Deer, Alberta, who addressed the Convention as follows:—

## “COMMISSION GOVERNMENT IN SMALL TOWNS”

It was evidently a Britisher who set the title of my short address this morning—“Commission Government in Small Towns.” Out our way we call them cities, and that is our status under the law, but the Britisher is right—we are only a small community of 2,500 people; yet we have a few things to our credit—one is the installation of a sewerage system fifteen years ago, when the town had 1,500 people. Another is the institution of commission government at the same time.

Our Commissioners are the Mayor, who is elected annually, and the Secretary-Treasurer, Mr. A. T. Stephenson, a South African Veteran, who has been in office for twelve years, and to whom the great success of the system in Red Deer is largely due. The Council has six members, besides the Mayor, three aldermen being elected each year for two-year terms: four members out of a Council complement of seven must seek election or re-election each year, which gives the ratepayers opportunity for an annual accounting, and for any reversal of Council policy. To the Council is left the legislative, the directive, the appropriative functions: to the Commissioners is delegated the executive functions. The Mayor may be said to represent the popular control, the Secretary-Treasurer the expert side of the Commissioners' work. The Commissioners do the Council business formerly handled by Committees of Council—the Council has no regular committees. Special Committees are occasionally appointed for special duty. The Commissioners meet every morning for an hour or more and arrange concerning any work or matters requiring attention, consider the correspondence and accounts, and meet any citizens who wish to interview them on municipal matters. The Mayor is paid \$600 a year—\$1,000 before the war—but he is only expected to attend the Commissioners' meetings and to exercise a general supervision over town affairs. The Chief of Police submits every morning a written report on a printed form of police and health matters, with the meteorological readings. Similarly daily written reports are handed in by the Fire Chief who also handles a work team, and the street foreman who gives the daily work done, men employed, supplies purchased, etc. No material can be got, nor accounts run against the town, without an order from the Commissioners' office. Monthly reports are also submitted by these officers, and by the Medical Health Officer, the Board of Health and the Hospital Board. Over twenty-

four hours before each Council meeting each alderman and each paper is furnished with a Commissioners' report of the business done since the last meeting, with suggestions and recommendations concerning current or new business. The Council meets twice a month and deals with correspondence, approves of accounts for payment, discusses and adopts or amends the Commissioners' report, and gives directions concerning town business. The Commissioners' reports are always published in full in the papers, and the ratepayers, I believe, are thus kept unusually well informed concerning town affairs.

The keynote of the system is the relieving of the Council of executive work by abolishing all committees and vesting their former duties in the Commissioners. It is not as difficult now to get good men to serve on the Council, when they know that the time they are asked to devote to city business is confined to Council meetings. The plan of having daily written reports from the officers, of the Commissioners' daily meeting and of issuing the Commissioners' semi-monthly reports in ample time to allow consideration of them by the aldermen before the council meeting, has conduced to the thorough posting of aldermen, and of the ratepayers too, on town business, and to the harmonious conduct of such business.

Some lines of policy adopted by the Council with the Commission System have been these: Our assessment is made in October, the Court of Revision sits in December, the rate is struck in January and the taxes begin to come in in February. We do not borrow from the Bank until July. We have for six years set aside a reserve fund to meet loss on unpaid taxes; it now amounts to over \$50,000. Our assessment is on the land, with a business tax. There is no tax on improvements.

As to the single tax, or land tax,—I believe that it has been loaded up with the sins of unwise municipal policies for which it was not responsible. Outer land was brought into the municipal area and subdivided for purposes of speculative gain when there was no present nor immediate future need of the lands for residential purposes. Municipal expenditures were made on this basis much beyond the needs of the population. No system of municipal taxation could avert the penalty which followed.

The tax on improvements, as I look at it, means a shifting of taxation and residential property. It may be necessary in some case because of the failure of the owners of vacant lots to pay the taxes, but it should be staved off as long as possible. In Alberta all the rural and village municipalities and most of the town municipalities are under the single tax. In Red Deer the land tax automatically is the basis of assessment, but the Council, by a two-thirds vote each year, can add business and improvement taxes for that year. This is subject to an appeal to the ratepayers, if one-third of the Council want it.



## U. C. M. CONVENTION—Continued.

## MUNICIPALIZATION OF HOUSING.

MAYOR PRIEUR.

The President then introduced Mayor Prieur of Pointe-aux-Trembles, P.Q., Secretary of the Union of Quebec Municipalities, who gave an excellent paper urging the building of cottages by the councils, part of which was as follows:—

"The subject that I have been called upon to take up to-day, namely, the 'Municipalization of Housing,' is of special importance at this time because of the effect of the shortage of houses on the economic and social life of the community." The speaker first gave credit to those industrial concerns that had built housing communities for their workers, after which he gave a resume of the reasons that underlay the shortage of houses in different parts of the world, and finished his paper by urging the councils themselves to build workmen's cottages. "By these means only," maintained the speaker, "would a municipality be assured of a healthy and happy community."

Consideration of Mr. Prieur's paper was deferred until a later session.

## Resolutions on Bonusing, Election of Mayors and Aldermen.

Mr. Arthur Roberts, K.C., Chairman of the Committee on Resolutions, presented the following report:—

The Address of the President, the reports of the Secretary-Treasurer, Assistant Secretary and Parliamentary Agent, which were referred to your Committee on Resolutions by the Convention, have received our careful attention and as a result thereof we beg to report:—

(1) We are sure that we are expressing the sincere sentiments of the Convention when we give expression to our deep regret that physical incapacity has caused our genial Assistant Secretary, Mr. G. S. Wilson, to tender his resignation, and while reluctantly accepting the same, we wish to place on record our gratitude for and appreciation of his faithful services in that office for so many years, coupled with the earnest wish that he will yet be spared to enjoy many years of happy life.

(2) As a small expression of appreciation and friendship, we recommend that Mr. Wilson be presented with a gratuity of Five Hundred Dollars and at the same time to say that more generous treatment is prohibited only by our lack of funds.

(3) Owing to the uncertainty of the financial position of the Union, we consider it desirable that the future remuneration of the Secretary-Treasurer be a fixed salary and that the same, for the ensuing year, be \$2,500.00.

(4) Acting on suggestions contained in the Presidential Address we recommend the following resolutions to the Convention:—

- (a) Resolved, that this Convention of the Union of Canadian Municipalities place itself on record as being strongly opposed to any system of municipal bonusing.
- (b) Resolved, that in the opinion of this Convention of the Union of Canadian Municipalities, the annual election of Mayors, Controllers, Councillors and Aldermen is not in the best interests of the municipalities concerned, and that such elections should be for at least two years.
- (5) Two other resolutions were submitted to your Committee, viz.:—

- (a) Dealing with the rate of exchange and prohibition of imports, and
- (b) Military control of municipalities under circumstances of public disorder.

Your Committee begs to report that they were of the unanimous opinion that these resolutions should not be placed before the Convention.

On consideration of the foregoing, clauses 1, 2 and 3 were carried.

Consideration of Clause 4 relating to municipal bonusing was discussed and action thereupon postponed until a later session.

The Convention thereupon adjourned.

## REVIEW OF POLICE AND FIRE BRIGADE.

After the meeting the delegates inspected the Quebec Police Force and the Fire Brigade, the police being brought out in full dress uniform by Chief Trudel and formed in a body in front of the City Hall, where Mayor Fisher of Ottawa, President addressed them very briefly, congratulating them on their fine appearance and expressing the hope

that they would be "very lenient towards the delegates to the Convention during their stay in Quebec."

The Fire Brigade was also called out in full force, and the fire fighters gave an exhibition of fire drill. They paraded in front of the municipal building, erected ladders and turned on several streams of water on to the City Hall in a mimic fight against fire.

Both the police and the firemen were very much admired by the delegates, who warmly congratulated the Mayor upon the two fine departments and greeted the men with rounds of applause as they marched past and went through their various movements.

## Visit to Quebec Bridge.

On invitation of Mayor Samson and the City Council of Quebec the delegates were entertained in the afternoon to a trip around the harbour at Quebec on the steamer "Champlain," travelling by river as far as the mighty Quebec Bridge. On returning, the delegates were taken through the Harbour Commissioners' sheds, where the lack of business was the subject of general remark, the opinion being expressed that the advantages of the port of Quebec were not being fully used.

## AFTERNOON SESSION, WEDNESDAY, JULY 28th, 1920.

On returning to the City Hall, the Convention reassembled.

## "Hands Across Canada."

Mr. Saunders, City Clerk of Camrose, Alberta, gave a very interesting paper on the development of western municipalities and made a very eloquent and strong appeal for more unity and better understanding between the various portions of the country. The slogan should be, said Mr. Saunders, "Hands across Canada," and there should be no West nor East.

## Discussion on Bonusing and Tax Exemptions.

The question of bonuses was again taken up. Mayor Bouchard of St. Hyacinthe was opposed to bonuses, and believed that there should be some kind of legislation to prevent the granting of such bonuses.

Alderman Dixon of Montreal supported the Mayor of St. Hyacinthe and would even have a federal law against bonuses.

Mayor Garceau of Drummondville thought that the municipalities should be allowed to make grants under certain circumstances.

The Mayor of Sherbrooke thought that although in Sherbrooke they had found the granting of bonuses a very profitable and satisfactory thing, some kind of legislation should be enacted to regulate the matter.

Alderman Collier of Quebec said he endorsed what Mayor Bouchard had said, but he would go further, and would have all municipalities cut out exemptions from taxation. No industry should have the right to come to the City Council and ask to be exempt from taxes for 5, 10 or 15 years. The thing had absolutely to be stopped. The real principle of fair taxation was that taxes should be equally borne by all and exemptions were a real injustice to a large portion of the ratepayers. He believed the Provincial Government should draft laws to prohibit exemptions from taxes in every case. Mr. Collier's remarks were very loudly applauded by all the delegates present who, with the exception of one perhaps, were all very evidently in favor of prohibiting all exemptions from taxation.

No resolution was adopted, although the resolution opposing the granting of bonuses was carried with only one delegate, the Mayor of Drummondville, voting against it.

The Convention thereupon approved Clauses 4 and 5 of the Report of the Committee on Resolutions, declaring

- (a) Strong opposition to any system of municipal bonusing.
- (b) Favoring a two-year term for Mayors, Controllers, Aldermen and Councillors.
- (c) Declining to consider certain resolutions which had been presented respecting the rate of exchange and prohibition of imports and military intervention on occasions of public disorder,

it being held that these matters did not come within the sphere of the Union of Canadian Municipalities.

The proposed resolutions were accordingly withdrawn.

The session concluded with a discussion on Municipal Housing Schemes participated in by Dr. Rondeau, C. W. McCrea, D. D. McDonald, J. P. Dixon and E. T. Sampson. Further consideration of the question was deferred.



## THE CONVENTION BANQUET.

U. C. M. CONVENTION—Continued.

WEDNESDAY EVENING, JULY 28th, 1920.

### THE BANQUET.

In the evening, free from the restrictions which had surrounded them since they began business in connection with the Convention, the delegates met at a most enjoyable function when they were entertained to a banquet at the City Hall, tendered them by the Mayor and the City of Quebec.

They enjoyed the entertainment immensely and expressed themselves as more than delighted with the extreme kindness shown them by the city and the citizens of Quebec, since the very first day of the meeting there.

A number of speeches, all of them expressing the pleasure and satisfaction of the delegates at being treated so generously during their stay there, were made after the good things provided had been disposed of.

At the table of honor were seated Hon. Mr. Galipeault, Minister of Labor; Mayor Sampson, Quebec; Mayor Fisher, Ottawa; Mayor Clarke, Edmonton; Mayor Beaubien, Outremont; Alderman Dubeau, Montreal; W. D. Lighthall, K.C.; General Tremblay, of the Quebec Harbour Commission, and Alderman Lantier, Quebec.

After "The King," proposed by Mayor Samson, the first toast proposed was that of "The Province of Quebec," by Reeve Pearson, of Point Grey, B.C. He said he would carry away with him the best memory of his stay in Quebec, of the kindness of the Mayor and Aldermen and the fine reception he had received everywhere in the old city. He had been told what to expect when he came to Quebec, but he had received much more than any one could possibly hope for.

### Quebec Always Ready to Extend Hand of Fellowship.

Hon. Mr. Galipeault replied to the toast. He first expressed regret that the Prime Minister, owing to very pressing business, could not be present at the banquet. He wished the delegates a most hearty welcome in the name of the Province of Quebec. He had no doubt but that all of them would carry away the very best impression of their stay in Quebec, and those who had come there with some apprehension would certainly go home entirely converted and would act as apostles and preachers of good entente and kind feeling between the various parts of the Dominion. They would all learn that it was in the Province of Quebec that true tolerance and justice were practiced and that it was there that the people lived in the best and most complete harmony. There existed in this Province a deep respect for the belief and convictions of all people. There were certain labor problems in this province like in every other portion of Canada, but they were much easier of solution because the worker of Quebec was born there, lived there, even owned his little home there, and had all his interests vested in the City and Province of Quebec. Besides, the labor man in Quebec was most respectful of law and order, and this was probably due to the fact that he was really more Canadian than the laborer of many other provinces.

Hon. Mr. Galipeault then dealt with the splendid results obtained by the careful and wise policies of the Quebec Government, which had resulted in obtaining for the Province of Quebec the highest credit on the markets of the world. He strongly advised the delegates to be very careful in the making of loans and to watch very closely the sale of their municipal bonds. He also paid a very high tribute to the former Premier of the Province, Sir Lomer Gouin, who had made of Quebec what it was to-day, the

foremost Province in the entire Dominion. Quebec, he said, was, or had been, isolated, it had known a great deal of persecution and injustice but it was waiting for the day when the rest of the country would call for true patriots and then Quebec would be able to say, "We are ready." He concluded his masterly address by referring to the stability of capital and the security for investments in the Province of Quebec.

After the Minister of Labor had spoken, two regular old style "fiddlers" played a number of reels and jigs.

Alderman Fiset, of Quebec, proposed the toast to "The Union of Canadian Municipalities" in both French and English, speaking very briefly. He considered that the large number of distinguished officers and delegates paid a delicate compliment to the oldest municipality in the Dominion for which the city thanked them and the citizens of Quebec would long remember his visit.

### No Unrest in Quebec.

Mr. Roberts, Vice-President of the Union, responded to the toast. He referred to a previous visit when he had had the great pleasure of listening to a speech by Sir Lomer Gouin and another by the Hon. Mr. Beland. In the course of an interesting address he said that the visiting delegates would take away from Quebec the kindest recollections of the city and would look forward with lively anticipation to a second visit. They had had that day an excellent opportunity of viewing the city, the harbour and the Quebec Bridge. In the people of Quebec they had the safest guarantee of the future of the country, because of the absence of any discontent or unrest. He hoped the Province would long continue to prosper and maintain its great position in the Dominion of Canada.

Mayor Fisher, of Ottawa, was the next speaker, and he followed along the lines taken up by the others, expressing his delight at being able to assist at a convention in the ancient city of Quebec, which was so full of great memories and souvenirs.

He was followed by Mayor Clarke of Edmonton, who paid a high tribute to the patriotism and loyalty of the people of Quebec. He did not believe that "God Save the King" could be sung with greater fervor anywhere than it had been right there at the banquet when His Majesty's health had been proposed. He did not believe there were any truer Canadians anywhere in the Dominion than in Quebec, and if Quebec was misunderstood in some provinces, it was simply because it was not well enough known.

### Quebec Harbour Neglected by Exporters.

Alderman Martin, of Edmonton, proposed "The Harbour Commissioners of Quebec." He said he was very much astonished to hear that so little of the western grain went through this port for export to Europe, when there were such splendid facilities for handling it right there in Quebec. Something certainly must be wrong somewhere, as Quebec should in the very near future become one of the greatest ports in the Dominion of Canada.

General Trambley replied to the toast, and first apologized for the unavoidable absence of the Chairman of the Harbour Board, Sir David Watson. The General described the great advantages offered by Quebec as a port, and spoke of the immense expenditure to make this harbour one of the most modern in the world. There was berth room there for at least twenty-two steamers. There was immense storage facilities both in sheds and elevator, but owing to the very high railway rate between Winnipeg and Quebec, there was very little, if any, grain shipped through Quebec. Sixty per cent of the grain was shipped, for some strange reason, through American ports. It was most important that every effort be made to get more favorable rates for Quebec and thus make this port attractive to exporters.

The proceedings concluded with a few remarks by His Worship Mayor Samson, Controller Ramsden of Toronto, and Mayor Beaubien of Outremont, and the singing of "God Save the King" and "O Canada."



U. C. M. CONVENTION—Continued.



H. J. J. B. CHOUINARD, C.M.G., Litt.D.,  
City Clerk, Quebec, who gave an instructive  
paper on the History of Civic Government in  
Quebec.



ARTHUR ROBERTS, C.R.  
Town Solicitor, Bridgewater, N.S.  
New President of the Union of Canadian Municipalities.

MORNING SESSION, THURSDAY, JULY 29th, 1920.

The Convention opened at 10 o'clock, the President in the Chair.

The session opened with a discussion as to procedure to be followed in the election of officers of the Union and members of the Executive Committee, decision being finally made that nominations should be made from the floor followed by an immediate vote.

The elections resulted as follows:—

Officers and Executive for the Year 1920-1921.

President—Arthur Roberts, K.C., Town Solicitor, Bridgewater, N.S.

First Vice-President—Dr. C. W. H. Rondeau, Alderman, Westmount.

Second Vice-President — Controller, J. G. Ramsden, Toronto.

Third Vice-President—Reeve Pearson, Point Grey, B.C.

Secretary-Treasurer—A. D. Shibley, 22 St. John Street, Montreal.

Members of the Executive—W. D. Lighthall, K.C., Westmount; Harold Fisher, Mayor, Ottawa; J. D. Bouchard, Mayor, St. Hyacinthe.

ONTARIO:

Frank H. Plante, Controller, Ottawa.

C. W. McCrea, City Treasurer, Sault Ste Marie.

Samuel Baker, City Clerk, London.

President Ontario Municipal Association.

Secretary Ontario Municipal Association.

BRITISH COLUMBIA:

A. H. Gale, Mayor, Vancouver.

Mayor Johnson, New Westminster.

Thos. Sanderson Reeve, Edmonds.

President Union of B.C. Municipalities.

Secretary Union of B.C. Municipalities.

NOVA SCOTIA:

J. S. Parker, Mayor, Halifax.

Wm. Fitzgerald, Mayor, Sydney.

A. J. Bannerman, County Councillor, Pictou.

President Union of N.S. Municipalities.

Secretary Union of N.S. Municipalities.

QUEBEC:

Alex. Thurber Mayor, Longueuil.

Joseph Samson, Mayor, Quebec.

J. P. Dixon, Alderman, Montreal.

President Union of Municipalities of the P.Q.

Secretary Union of Municipalities of the P.Q.

ALBERTA:

S. J. McCoppen, Alderman, Edmonton.

F. W. Freeman, Commissioner, Lethbridge.

A. T. Stephenson, Commissioner Red Deer.

President Union of Alberta Municipalities.

Secretary Union of Alberta Municipalities.

NEW BRUNSWICK:

E. A. Schofield, Mayor, St. John.

A. C. Chapman, Mayor, Moncton.

J. A. Reid, Mayor, Fredericton.

President Union of N.B. Municipalities.

Secretary Union of Manitoba Municipalities.

MANITOBA:

H. M. Sutherland, Mayor, St. Boniface.

D. D. McDonald, Dauphin.

J. H. Metcalf, Mayor, Portage la Prairie.

President Union of Manitoba Municipalities.

Secretary Union of Manitoba Municipalities.

SASKATCHEWAN:

J. Grassick, Mayor, Regina.

A. McG. Young, Mayor, Saskatoon.

S. McLeod, Mayor, Prince Albert.

President Union of Saskatchewan Municipalities.

President Saskatchewan Association of Rural Municipalities.

PRINCE EDWARD ISLAND:

D. J. Riley, Mayor, Charlottetown.

J. A. Campbell, Mayor, Summerside.

J. H. Macdonald, Mayor, Georgetown.

President of the Municipal Councils of P.E.I.

Secretary of the Municipal Councils of P.E.I.



## U. C. M. CONVENTION—Continued.

(Mr. A. D. Shibley, the new secretary-treasurer of the Union, was for a number of years secretary-treasurer of the City of Westmount, P.Q., so that he enters his new duties with municipal experience behind him. This same experience is now standing him in good stead in organizing the protest against the demands of the Bell Telephone Company for increased rates.)

On the recommendation of the Committee on Resolutions the following resolution was unanimously adopted:

Resolved,—that the Union of Canadian Municipalities most earnestly call the attention of the Federal Government to the fact that, although Canadian ports are considerably nearer to Europe than American ports and are well equipped, that a very large proportion of Canadian grain passes through American ports, and that, in the opinion of this Union, measures should be devised that would enable all Canadian grain to be shipped through Canadian ports.

A resolution presented by Mayor J. A. Clarke of Edmonton urging representations to the Governor-General for the pardon of the Winnipeg strike leaders was presented, and subsequently withdrawn, it being the opinion of a large majority of the Convention that the introduction of politics or related matters into the discussions of the Union should be avoided.

It was moved by Alderman J. P. Dixon of Montreal, seconded by Mayor Prieur and unanimously resolved:

That the Union of Canadian Municipalities in Convention assembled hereby records the deep regret of all its members and its sincere sense of the loss sustained in the death of the late L. A. Lapointe, Alderman of Montreal—one of our former Presidents, and an indefatigable worker in the cause of municipal advancement and reform.

## Resolution on Housing:

On motion of Mayor Bouchard, the following resolution was unanimously adopted:—

WHEREAS there is a need more pressing than ever for sanitary homes to accommodate the working people, and to prevent overcrowding of houses actually existing;

WHEREAS the abnormally high cost of building has practically stopped the erection of workers' houses by private enterprise;

WHEREAS municipalities are ready to undertake without expense the supervision of the building of such homes and the administration of rentals in connection therewith and to guarantee the reimbursement of capital loaned by the governments;

WHEREAS there is grave danger that the excessive cost of building such homes will necessitate their being offered for purchase or rental at prohibitive figures:

BE IT RESOLVED that the Federal Government be asked to bear one per cent, and the various Provincial Governments one per cent each of interest charges for housing purposes, the total of two per cent so contributed to be applied to the redemption of the capital sums loaned.

BE IT FURTHER RESOLVED that the thanks of this Union be proffered to the Federal Government for having given an impulse to the construction of sanitary homes for workers by loaning twenty-five million dollars to the Provinces and that this policy be continued by further loans made according to the present recommendations.

The Secretary-Treasurer was instructed to communicate the foregoing resolution to both the Federal and Provincial Governments.

A cordial vote of thanks to the Mayor, the City Council and the citizens of Quebec was adopted on motion of D. D. McDonald, seconded by Mayor Beaubien, and was acknowledged in fitting terms by Mayor Samson of Quebec.

An appreciation of the assistance rendered by the daily press was recorded by the adoption of the following resolution, moved by C. W. McCrea, of Sault Ste. Marie:—

"RESOLVED that the Union of Canadian Municipalities, feeling itself under a deep sense of gratitude to the press for the splendid support always given to its deliberations, and in particular at this Convention held at the ancient and beautiful City of Quebec, takes this opportunity to thank the gentlemen of the press for their very efficient and faithful reports of the proceedings.

Controller Plante, of Ottawa, in seconding the resolution, spoke in glowing terms of the services rendered to the cause of municipal government in Canada by the Canadian Municipal Journal. He pointed out that the members of the Union of Canadian Municipalities were under a special debt because of the valuable and varied information they received each month from its columns.

Mr. Frederick Wright, Editor of the Canadian Municipal Journal, in thanking the convention for the resolution, briefly referred to the work that the Journal, as official organ of the Union, was doing. "Many people," he said, "were under the impression that the Canadian Municipal Journal was receiving a subsidy from the Union, whereas outside a small sum for printing the convention report, the Journal depended on its income from subscriptions from the councils direct and from advertisements, though every urban counsel throughout Canada received copies."

President-elect Roberts having taken the Chair, referred in complimentary vein to the benefits derived by the Union from the untiring efforts of the ex-Hon. Secretary, Mr. W. D. Lighthall, K.C., and the Assistant Secretary, Mr. G. S. Wilson, whereupon it was unanimously agreed that the Executive Committee draft a resolution recording the warm appreciation of the Union and that his be engrossed and a copy forwarded to Mr. Lighthall and Mr. Wilson.

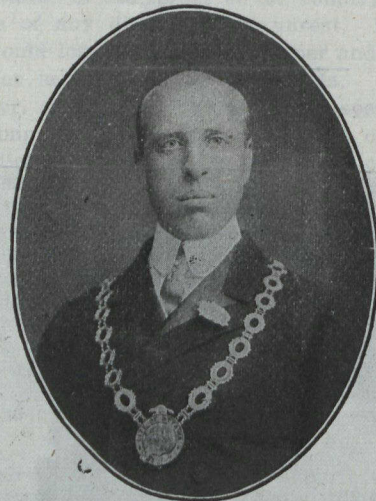
Messrs. Clarke and Martin extended to the Union an invitation to hold the next Convention at Edmonton, and this was referred to the Executive Committee for its decision in March next.

The Convention was brought to a close by President Roberts in a brief address, congratulating the former President, Mayor Fisher, on his valuable services and activities on behalf of the Union, followed by the singing of the National Anthem.

## Visit to Spencerwood.

On the afternoon of Thursday, July 29th, through the kindness of Mayor Samson and the City Council of Quebec, the delegates were conveyed to the residence of His Honor Lieutenant-Governor Fitzpatrick at Spencerwood, and spent an enjoyable hour there.

## SOME PAST PRESIDENTS OF UNION.



Ex-COMMISSIONER SCOTT, Canadian Railway Board.



L. A. LAVALLE, K.C., ex-Mayor of Montreal.



**GOOD USE MADE OF MACADAM.**

Old Roads Make Excellent Foundations—Oil Treatments Preserve Surface—Cost Data on Repairs and Oiling.

By J. A. DUCHASTEL.\*

The details of construction of a modern road are becoming more standardized every day. It is, therefore, very difficult to state anything new on this subject or to set forth any principles that have not been heard before. There are, however, some very important points in road-making which cannot be emphasized too much as they are only too often forgotten and sometimes neglected altogether.

A well known engineer has laid down as fundamental principles in roadmaking, the three following points:

1. Good drainage.
2. Good drainage.
3. Good drainage.

There is no doubt that in a country like ours, with its great variations of temperature, this question of drainage of the road bed is of utmost importance. The frost which penetrates to a great depth under the pavement of our roads, and more especially of our sidewalks, plays a very destructive part. It is therefore urgent to take all necessary measures in order to insure the rapid and thorough removal of all infiltration water, the freezing of which might cause the surface of the road to rise with serious consequences.

**Using Old Macadam.**

To my mind, the most important question in road-making after that of drainage is the one of securing greatest economy, especially in these times of financial stress and of high costs of materials and of labor.

When it has been decided to lay down a modern pavement one is often tempted to sacrifice the old roadbed by removing the crushed stone which has been in place for a number of years, forgetting that by so doing a valuable asset is destroyed. It is indeed difficult to have a foundation as well rolled and as compact as a that of an old road on which a more or less intense traffic has been circulating for a number of years.

It is often preferable to repair an old stone road and to apply successive coats of bituminous oil in order to make it impervious to surface water and to protect it from excessive wear and tear due to modern traffic. In Outremont, we have treated a number of our ordinary macadam roads in this manner with gratifying results. We consider that we make a great saving in the cost of repairs to these roads and that we considerably lengthen their life. I will describe our procedure and give a few figures on our costs of repairs covering a number of years.

First of all we remove thoroughly all dust from the surface of the road in order to obtain a close adhesion of the bituminous coating. For reasons of economy we use a rotary sweeper drawn by horses. We furthermore remove all dust remaining in the crevices of the road by means of hand brooms. Once this sweeping is finished the road very much resembles a mosaic, with the stones exposed for its entire length.

Next the bituminous liquid is applied hot in small quantities varying from one-fifth to one-third of an imperial gallon per square yard, according to the condition of the surface of the road. The surplus of bituminous substance is then swept away by means of hand brooms in order to avoid the formation of puddles; otherwise the thickness of the bituminous coating would be uneven and the surface of the road would soon present an undulated appearance owing to the sliding of the top coat upon the lower one. Two or three hours after the application of the bitumen the whole of the surface is covered with coarse sand or fine gravel in order to absorb the bitumen.

This bituminous treatment must be applied only if the road is perfectly dry, as otherwise the moisture on the surface of the road would prevent a close adhesion of the bituminous coating and it would peel off in fragments of irregular shape, with the first cold autumn weather, at which time the mixture of sand and bitumen is most friable.

The following are some figures indicating the cost of repairs to our roads for a period of eleven years, including the current year, together with the cost of their oiling. It will be noticed that the cost of repairs per square

yard from 1910 to 1920 has decreased 60 per cent, whereas the salaries have increased 150 per cent.

Year.	Total Cost.	Square yards.	Cost per sq. yd. Cents.	Average Cost for workman-ship.
1910 . . . . .	\$8,866.81	124,945	7.1	\$1.50
1911 . . . . .	10,557.79	157,595	6.7	1.75
1912 . . . . .	14,412.84	208,419	6.9	1.75
1913 . . . . .	11,773.45	244,474	4.8	1.75
1914 . . . . .	15,165.20	273,014	5.6	1.75
1915 . . . . .	18,928.88	300,734	6.2	1.75
1916 . . . . .	11,314.83	302,784	3.7	2.00
1917 . . . . .	12,817.86	322,604	4.0	2.50
1918 . . . . .	11,824.74	335,624	3.3	2.75
1919 . . . . .	10,204.00	337,374	3.0	3.00
1920 . . . . .	10,212.63	344,574	3.0	3.75

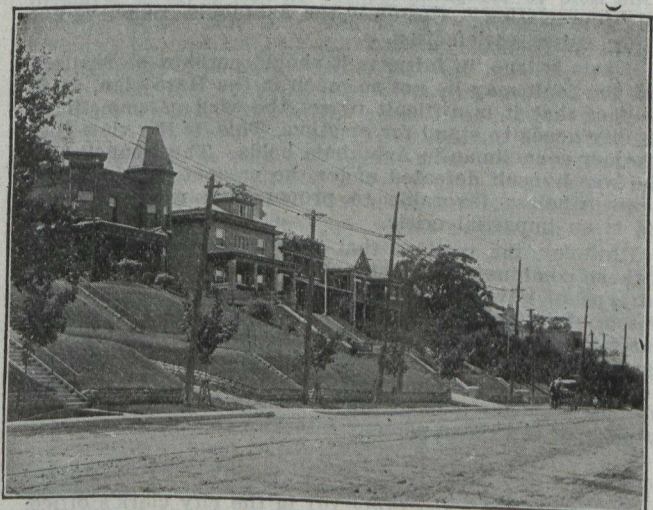
**Cost of Oiling Roads.**

Year.	Total cost.	Square yards.	Cost per sq. yd. Cents.	Imp. gal. per sq. yd.	Average Cost for workman-ship.
1914 . . . . .	\$ 787.42	3,000	2.6	..	\$1.75
1915 . . . . .	2,624.80	101,930	2.6	153	1.75
1916 . . . . .	5,037.44	187,675	2.7	194	1.75
1917 . . . . .	6,331.21	184,340	3.4	187	2.50
1918 . . . . .	6,202.33	138,690	4.5	200	2.75
1919 . . . . .	3,648.00	120,860	3.0	131	3.00
1920 . . . . .	7,120.44	130,316	5.5	124	3.75

The surface treatment of a road must be considered as a preservative, the same as a carpet upon a hardwood floor, and the bituminous coating must be renewed from time to time just as a floor carpet has to be. The bitumen to be used in this treatment should be an asphaltic oil containing from 60 to 80 per cent of asphalt or refined tar containing none, or very little, of any substances liable to dissolve at a temperature of 300 deg. F. The object is to spread over the road a heavy substance containing no volatile basis, which will remain on the surface of the road, forming a carpet with the coarse sand or gravel. Too thick a coating should be avoided, as it will result in the road becoming undulated in a short time.

**Treatment Depends on Traffic.**

In order to determine whether an old macadam or crushed stone road should receive a bituminous treatment, it is advisable to take a census of the traffic and if it is found that two hundred automobiles travel daily on the road, it is then urgent that a coat of bitumen be applied. If the road is in good condition and the bitumen is well applied it will be found that the road will accommodate a traffic of two or three hundred automobiles daily during the summer months.



ST. CATHERINE ROAD, OUTREMONT.

\*City Engineer and Manager, Outremont, P.Q., at the Convention of the Union of Quebec Municipalities.



## P. R. AND THE CITY MANAGER SYSTEM IN DANGER IN ASHTABULA.

By EARL WILLIS CRECRAFT, Professor of Political Science, University of Akron.

An amendment to the city charter of Ashtabula, abolishing P. R. and the city manager plan, has been submitted by popular petition and will come to vote in November.

### I

Friends of the city manager plan in Ohio have been interested in the reports coming from Ashtabula that that city is going back to the old mayor and council plan of government. Representing the bureau of municipal research in Akron, where the city manager plan is in its infancy, the writer went to Ashtabula to acquire first-hand information.

Among those interviewed in Ashtabula, were the city manager, the city clerk two members of the council, a former member of the council, the postmaster, the secretary of the chamber of commerce and one newspaper editor. All of these agreed, irrespective of party, that the city manager plan was an improvement over the old form of city government. Likewise they agreed that it was the Hare system of proportional representation that was not so successful; and fear was expressed lest the latter's unpopularity might cause the city manager plan to be voted out in the near future, since the two are very closely related.

Whatever strength the movement to do away with the manager plan and the Hare proportional representation plan has, can best be understood by beginning with the political background in Ashtabula. There is a certain amount of discontent on the part of the voters at present with the poor gas supply and with the inadequate street car service. The council and city manager have had both of these problems on their hands.

The council has as yet been unable to accomplish anything besides hold sessions. Action has not been forthcoming. The popular dissatisfaction at the moment seemed to appeal to one of Ashtabula's professional politicians who aspires to go to congress, and he has proceeded to capitalize it. Assisted by some young lawyers who would like to be elected to the office of city solicitor, if that office could be made elective and thus taken from the appointive power of the city manager, the group has caused a petition to be circulated calling for an amendment to the charter which, if adopted, will abolish the city manager plan and place the appointive offices once more on the elective list.

### II

As stated above, the Hare proportional representation plan has not been satisfactory. It is blamed at present for having produced the kind of council that the city now has. Two Italians and one Swede are on the present council, and it is stated that the Italian representation is out of proportion to the number of Italians in the city. One member of the council stated, on the morning after a long and wearisome session held to discuss the street car situation, that certain members of the council did not seem to be able to comprehend such terms as "sinking fund" and "depreciation." Certainly the Ashtabula council is not giving entire satisfaction.

If this is true, in fairness it should perhaps be realized that the fault may lie not so much in the Hare plan, as in the fact that it is difficult to get the kind of councilmen the city needs to stand for election. This is the view that a former councilman in Ashtabula holds. This councilman, who was himself defeated under the present election plan, is nevertheless favorable to proportional representation, and is an impartial critic.

However, the petition that was circulated as a result of these combined circumstances, calls for a return to the old type of government and the elimination of the Hare system of voting. One of the prominent men of Ashtabula states that on investigation it was found that many people signed the petition under the impression that it called for a change on the Hare plan alone, and that it did not affect the city manager plan at all. This statement is affirmed by most of the other persons interviewed.

### III

The petition is now (July 16) in the city clerk's office, and, unless something is done to separate the two propositions, they will both go before the voters at a special

election, or at the general election in November, the latter being more likely.

One of the best informed men in Ashtabula says that it will be possible to defeat the proposed charte amendment if the fight is made upon it by those who favor the city manager plan and who wish to save it. In this event, he states, the Hare plan may also be saved.

This view was not shared by most of the others interviewed. It was their belief that the unpopularity of the Hare proportional representation plan would result in the defeat of both. Meanwhile, the friends of the city manager plan have become active. An open discussion was held at the chamber of commerce in which both sides were invited to present their views. If there were any present who were opposed to the city manager plan, they did not have anything to say. All the talks made were by those who were convinced that the plan was an improvement over the old plan.

At this meeting the city manager gave some facts to show what he had accomplished during his term in office. The city bonded debt had been reduced from \$458,340 to \$448,050, and the sinking fund increased from \$47,585 to \$128,032. With prices increasing at a rapid rate, the city manager stated Ashtabula under business-like methods, had been able to live within its income, a thing which very few Ohio cities have been able to do.

A former mayor of the city, speaking at the same meeting, defended the city manager plan by showing that in the matter of sidewalk improvements, the city manager was able to get improvements done more quickly. In the work of improving streets, also, testimony was gathered that the manager had made marked headway.

Returning to the council, the lack of co-operation between the members of the council themselves and between the council and the manager is believed to be the result of a system of election which produces such a variety of interests and nationalities. While the council may be representative in a way, it is not a body that works smoothly. It lacks what may be called a sense of collective responsibility to the public.

One city official stated that it was a regular occurrence for the presiding officer of the council to call for a motion, if any member had one to offer, declaring the term of any appointive official of the council at an end. A roll call of the appointive officials would then be held and a resolution would be offered declaring the office vacant, in any case where a councilman had such a motion to offer. Such resolutions were offered at a council meeting some time ago in the case of every appointive city official, with the exception of the city clerk; but the necessary number of votes was in no case secured. A councilman, it is stated, is likely to permit some petty personal feeling to induce him to vote for the removal of an official at any time. Such a practice discloses a condition which may account for the lack of aggressiveness that is sometimes pointed out as a fault of the present city manager.

While he is commended by many for the things he has accomplished, the manager comes in for some criticism. It is pointed out by a council member that he should make definite recommendations to the council, and that he should not confine himself so much to office details. These and other criticisms seem to indicate that there is need for determining more correctly the relationship between the city manager and the council.

### IV

The city manager in Ashtabula, as in Akron, is a local man. The belief seems to be common that there is no place where trained city managers can be found, and that a local man is the best proposition on that account. The city manager plan in any city will be more likely to be successful, if facilities for training city managers are developed and made use of in the future.

While the present article is not an attempt to produce an array of facts to substantiate some of the statements contained, it is intended to set down as accurately as possible what was gathered in a short period of one day spent in Ashtabula, the city which first adopted proportional representation and which has been under the city manager plan since 1914.—National Municipal Review.







## THE WEAKNESS OF COMMISSION GOVERNMENT.

By CHARLES M. FASSETT, Ex-Mayor of Spokane.

Late in 1910 the commission form charter, which had been prepared by a freeholders' commission of fifteen, was approved by the voters of Spokane, and the five commissioners who had been elected early in 1911 took office on March 14 of that year. Previous to 1911 there had been the usual city government of that day: a mayor and ten councilmen, two elected from each of five wards, and a board of public works consisting of three citizens appointed by the mayor and having charge under him, more or less directed by committees of the council, of the various activities of the city.

A few high-class men had in the past been elected to the city council and an occasional one appointed on the board of public works, but as a rule the character of the latter body had not been high and frequently men of very mediocre ability and questionable motives had dominated its procedure. Petty partizan politics was an everyday feature of the government. There was no civil service law excepting in the police and fire departments, and the appointment of the chiefs of these departments was the reward of party or personal fealty to the crowd then in power. Spokane politically was not much better nor much worse than the government of the bulk of American cities, called by Lord Bryce "the conspicuous failure" of our political life.

A small group of earnest men took up the study of the then new commission form, got what information was available from cities where it had been put into use and, having determined upon establishing it in Spokane, used every means available to give it publicity. When the new charter was ready for submission to the voters opposition developed from three principal sources: first, the saloon-keepers, gamblers and those who practiced or made profit from the various forms of vice common in cities; secondly, the politicians, particularly those forming the government then in power, their hangers-on, heelers and beneficiaries, and thirdly, a considerable number of the active business men of the community, too busy to study the new proposal for themselves, fearful of a change that might hurt business, and easily frightened into opposition at any movement for a "new-fangled" scheme of government. A manifesto was issued over the signatures of over two hundred of them, saying that the proposed new government would be expensive, ineffective, dangerous and altogether impossible.

The new charter, in spite of this opposition, was adopted, but by a rather slight majority. It followed closely the charter of Des Moines, Iowa, providing for five commissioners, constituting the city council and each in charge of one of the five departments into which the administrative work of the city was divided. The council chose one of its members as mayor and itself determined which of its members should head each department. The mayor was president of the council and titular head of the city, but otherwise his power was no greater than that of any other commissioner. The salary of the commissioners was \$5,000, their term was four years, and they were required to give their whole time to the city's work. The preferential system of voting was used. The schools, parks and public libraries of Spokane are administered by non-salared separate boards, the former under state law.

### The Commission Form An Improvement.

At the first election of commissioners there were ninety-two candidates, five to be elected. It was a heterogeneous list, including nearly every one officially connected with the old regime, plenty others of like type and capacity, many incompetents attracted by the salary, but with a fair sprinkling of high-class men, awakened to a new sense of public duty. Three of these latter were elected, together with one of the best of the former city officials and a fifth man who was then at the head of organized labor, editor of the local labor newspaper, and was a man of force and intelligence. Every member of that council was thoroughly honest and determined to give Spokane the best government in its history. This spirit, coupled with the better and more responsive machinery provided by the new charter, accomplished a very marked improvement in civic affairs and when, a year or more later, the forces of evil, which had been greatly restrained, tried to overthrow the new government and go back to the old system, the people sustained it by a considerably better majority than that by which the new charter had been adopted.

No one is likely to question, in the light of the experi-

ence of over four hundred cities and towns in the United States, the great improvement brought about by the introduction of the commission form of government. If its only accomplishment had been the abolition of partizan politics in city life it would have been a very great step in advance. Its chief accomplishment, in my opinion, has been the definite fixing of responsibility for the conduct of the various branches of the city's business and the bringing of the government more closely into touch with the people. The Spokane commissioners meet in administrative session at a fixed hour on every business day and the citizen knows and appreciates that he may then bring to their attention any city matter in which he is interested.

But fixing responsibility upon a weak man does not make him a strong man, and if it results in turning him out of office at the end of his term, or recalling him before his term expires, it does not insure a higher efficiency or intelligence in his successor. Under the commission form the voters should elect the best men available for the job and keep close watch upon the man in charge of each department, rewarding him by re-election if honest and competent and punishing him by defeat or recall if he proves a failure.

### Administration by Amateurs.

This is the theory, but it is not the practice. Men are usually elected because they are good vote-getters. Popular men, men who are good "mixers," men who have good standing in church, lodge, or union, men who know how to dodge, trim and sidestep, men who are politically wise and who are willing to make intensive personal campaigns—all these classes stand a better chance of election than the straight-forward, the honest, the successful, the competent, who are not adepts at the political game. Those who are successful in their own business cannot afford, except through a sense of public duty, to run for office, and will not do the things which ordinarily must be done to be elected.

Every city has plenty of desirable men who, particularly when the community has been aroused by some glaring failure in its government, are willing, frequently at great personal sacrifice, to serve it as public officials, but they are unable and unwilling to contend for the positions with those who are less qualified, but who "know the game." And when once installed in office, they are less likely to be retained. It is my theory that a man who is honest, competent and fearless in the conduct of a public office is, while making some friends who understand his value, continually building up an army of discontent and dissatisfaction which will surely swamp him. In the course of his work he must deal justly with those who do not want justice; he must deny those who desire, and have been accustomed to, special privilege, and he must disappoint those who expect more of government than it is able to accomplish.

And it is a notable fact that citizens will usually vote their animosities and prejudices rather than their approvals and commendations. As in presidential elections party leaders prefer a candidate who is not well enough known to the people to have created strong sentiment regarding himself, so in municipal contests the nonentity with a pleasant smile, an engaging manner and a hearty handshake, of whose capacity for the job, or the lack of it, little is known, has a decided advantage. What the voters do not know about a candidate does not hurt his chances of election.

Elected city officials are all amateurs and they know that after a term or two in public office they will be dismissed if not discredited and will be obliged to hunt up another job, or to pick up the tangled threads of their own business which they dropped to accept the public place. Under commission government we have expected to elect experts, for the conduct of the various activities of the government is an expert job. It is our collective business and, as such, is more important than any citizen's individual business.

Your mayor or one of your commissioners, receiving four or five thousand dollars a year salary and perhaps worth it, is expected to carry on negotiations for a new franchise for the electric light and power company with its president, who has been trained and has spent his life in the business and who receives and earns a salary of \$20,000 a year. It is an intensely technical game and the loser may involve his employer, the public, in complications and losses which will endure for a generation.



## WEAKNESS OF COMMISSION GOVERNMENT.—Cont.

Amateurs are not fitted for such work and this is one of the failures of commission form government. We have notoriously failed to elect experts as public officials, even in the rare cases where experts were available. Yet we must elect the officials who represent the people in fixing our governmental policies. Any other course would be a subversion of the democratic ideal upon which our government is founded. But we must cease to attempt to elect experts in the great business of administrative government. Yet we must find trained men, appoint them and pay them adequate compensation.

## Political and Administrative Functions Combined.

An argument used in favor of commission form government at its inception was that it would be a decided advantage to have the active heads of departments sit as a city council to pass the ordinances; that the men who did the city's work would be best qualified to make the city's laws. This is no more nearly correct than the obverse—that the men who make the laws are best fitted to do the work.

It is probably true that five heads of departments would do better as a legislative body than the old style city council, but serious objections have developed to giving both legislative and executive functions to the same men. Their first legislative act is to organize after each election and distribute among themselves the various departments of the city's administrative functions. Say that two or three want to be mayor, or that all wish to escape the police department, or that strong rivalry exists for the control of the water department. A combination of three members decides, and incidentally develops hard feeling from the start.

This is obviated by the custom in some commission cities of electing men for the specific departments, but it has been my observation that in such circumstances the hard feelings, while not generated so early, continue longer. Instead of being dependent upon his associates for his assignment, the commissioner of public works feels his independence and is quite likely to frequently assert it in the council meetings. The result is a continuous wrangle.

Appropriating money for specific use is a legislative function. One commissioner has been allowed an appropriation for an auto truck and proposes to buy it from a certain dealer who has helped him at election time. Other commissioners know that this particular truck is a poorly built vehicle and unfit for the purpose for which it is intended, but, aware that a like occasion may arise in their own departments, they are not likely to interfere with the purchase, and the city suffers. Dependents upon each other for the administrative positions they hold, accustomed to the work in their departments and not desiring to be transferred, they are likely to act favorable upon the recommendation of one of their associates, even though they know it is against the city's interest. The location of a bridge and raising the money for it are legislative acts; building the bridge is an expert job which cannot be safely intrusted to the elected department head, who can and should represent his constituents in locating and financing it.

In Spokane, and I believe in many other commission cities, there has been a gradual but decided deterioration in the quality of the government following every election since the first. Candidates are fewer in number, and men of proven competence are conspicuously absent from the lists. Men who are successful in their own business have been replaced by graduates from the bankruptcy courts. In the commission which started the year 1920 there were four members who had held city or county office under the old regime. Men who have served the city at a personal sacrifice have been replaced by others who never in their lives have earned as much as the salaries they are now receiving.

The first commission did much real constructive work. It eliminated many dangerous railway grade crossings, broke the contractors' ring by daring to do city work by day labor, funded the floating indebtedness at lower interest rates, reduced the tax rates, secured better terms from privately owned public utilities, and generally improved physical and moral conditions in the city. A standard was set which has held weaker councils up to a higher mark of service, but initiative, resourcefulness and vision, these and the other qualities of leadership have been re-

## MOTOR TRAFFIC AND ROAD UPKEEP.

It is very doubtful whether we shall ever have government on strictly logical lines, but the question raised by a correspondent of the "Commercial Motor" as to who should pay for the upkeep of the roads suggests that there are people who consider that logic should enter more into the management of our civil affairs than it would seem to under existing circumstances. Noting a contention on the part of our contemporary that in this country we have for a long time past recognised the principle that the proceeds of motor taxation should be devoted to road improvement, this gentleman enters a "caveat" against the practice. He thinks that the time has come when the roads should be recognised as being as vital to every member of the community as, say, the Navy was in pre-war days—that is to say, he sees no reason whatever why, at the present time, road users alone of any class should be specially taxed for the purpose either of road improvement or road maintenance. The reference to the Navy by the correspondent is not quite a happy one for there was a period in the history of this country when the cost of that Service was not universally applied as it is now. As a matter of fact, the logic of national responsibility in this matter was of somewhat slow growth. The plea that roads and motor vehicles are equally for the protection and building-up of our complex modern civilisation, and that all who live within it should contribute their quota is a very just one, but according to our present mental outlook it is not unjust to add the qualification that this contributable quota should bear some ratio to the special use that is made of the roads by the users. After all, it is only a contribution in part which motor taxation makes to the upkeep of the highways, and this in special circumstances of emergency, which is sufficient justification for the taxation. Who knows what the future may have in store for us in the matter of the logical distribution of this and other forms of taxation?—Surveyor (England).

placed largely by the unproductive impulse to "get by" and to "hang on."

The struggle seems to have narrowed down to an effort to avoid criticism, for which the excellent recipe given by Elbert Hubbard is to "say nothing, do nothing, be nothing." Credit has been sought for "cutting down expense" by dismissing a useful and valuable employe, whose service to the city was worth many times his salary. With this feeling at the top the spirit of inaction goes down to the bottom of every department. Every city has some faithful and efficient employes but, when these find that their chiefs are always trimming and will not support them when they take an honest and firm position, they soon lose heart and begin to contribute to the general decay.

## Conclusion.

I am an optimist. I know that great progress has been made in municipal government in the past twenty years, and that there is strong hope for the future. But the way to bring about the fruition of that hope is to look our present deficiencies squarely in the face and plan our remedy only after careful study of the symptoms.

Commission form is admittedly an improvement over the old system; it has demonstrated that a charter is a vital force for better government even in the hands of the same old personnel. Like all human productions every charter has its weak spots, but the old fallacy that government is entirely dependent upon good men in office has gone into the discard and we know now that we want not only the best men we can find in our public offices, but we want the best tools we can invent for them to work with.

The greatest hindrance to good government is the negligence of, and indifference to, the duties of citizenship on the part of the individual voter; it may be that we can correct this evil, to some extent at least, by the introduction of a system of voting which will make his ballot more effective. Our failure to elect competent men for executive officials suggests the separation of legislative and executive functions, electing for the former and appointing for the latter, making the duties of the legislator so light that strong and public-spirited men can undertake them without abandoning their private business, and requiring trained men for our administrative officials. Expert city executives, trained and experienced men, brought from any section of the country and paid a proper salary, will soon be as common in our cities as are now expert superintendents of schools or expert managers of private business undertakings.—National Municipal Review.



## SPECIFICATIONS FOR ASPHALT PAVING.

The Asphalt Association, 25 West 43rd Street, New York, has ready for circulation in printed form the following typical specifications prepared by its Technical Committee, which is composed of highway engineers and specialists. In the preparation of these specifications special attention has been paid to form and arrangement with the idea of making them definite, concise and free from ambiguities. The printed specifications are on single fold sheets of the size adopted by the U.S. Bureau of Public Roads, most of the State Highways Commissions, and many American and Canadian municipalities.

Asphalt Macadam Surface Course.

Asphaltic Concrete Surface Course (Coarse Graded Aggregate Type).

Asphaltic Concrete Surface Course (Fine Graded Aggregate Type).

Sheet Asphalt Binder and Surface Courses.

Asphaltic Base (Asphalt Macadam Type).

A limited number of the following specifications in mimeographed form may also be obtained upon request:

Asphaltic Concrete Binder and Surface Courses.

Gravel Base.

Macadam Base.

Reconstruction of Old Macadam to Serve as Base Course.

Telford Base.

Portland Cement Concrete Base.

Truing Up Old Pavements to Serve as Base Course.

Preparation of Sub-grade.

Sub-Base.

Shoulders, Headers, Curbs and Gutters.

Specifications for Asphaltic Base (Asphaltic Concrete Type) will be available for distribution in the near future.

A few of the fundamental features of the specifications are as follows:

**Asphalt Macadam Surface Course.**—A minimum thickness of 2½ inches utilizing a coarse aggregate of 1½ to 2½ inch crushed stone and asphalt cement of from 80 to 150 penetration are recommended. The limits of penetration of the asphalt cement are to be specified by the engineer within a ten point range if below 90 and within a 30 point range if over 90 penetration.

**Asphaltic Concrete Surface Course (Coarse Graded Aggregate Type).**—A finished thickness of 2 inches of asphaltic concrete composed of coarse aggregate 95 per cent of which will pass a 1¼ inch screen, fine aggregate, 4 to 6 per cent of filler and 5 to 8 per cent of asphalt of from 50 to 70 penetration (10 point range fixed by engineer) are the outstanding features.

**Asphaltic Concrete Surface Course (Fine Graded Aggregate).**—A finished thickness of two inches, with coarse aggregate 95 per cent of which passes a ½ inch screen, sand, 7 to 11 per cent of filler, and 7.5 to 9.5 per cent of asphalt with a penetration of 50 to 70 (10 point range fixed by engineer) are recommended.

**Sheet Asphalt Binder and Surface Course.**—Binder and surface courses each having a thickness of 1½ inches, binder course to have 60 to 80 per cent coarse aggregate, sand, and 4 to 6 per cent of bitumen, the asphalt cement for both courses to have a penetration of from 30 to 60 with a ten point range fixed by engineer. The surface course mixture is as follows:

Passing 10 mesh, retained on 40 mesh—	10 to 40 per cent
" 40 mesh, retained on 80 mesh—	22 to 45 per cent
" 80 mesh, retained on 200 mesh—	12 to 30 per cent
" 200 mesh	10 to 20 per cent
Bitumen	9.5 to 12 per cent

**Asphalt Base (Asphalt Macadam Type).**—To consist of two courses—the first to have a thickness of 3½ inches and the second 2½ inches, coarse aggregate for first course to consist of 2½ to 3½ inch stone and for the second course 1¼ to 2½ inch stone, asphalt cement to have penetration of from 80 to 150 (fixed within a 10 point range if less than 90 and a 30 point range if over 90, by engineer), one application of asphalt at the rate of 1.25 to 1.5 gallons per square yard to be made upon each course, and the second course covered with a thin layer of ¾ to 1¼ inch stone.

**Asphaltic Concrete Binder and Surface Courses.**—This specification provides for a 1½ inch course of fine graded aggregate asphaltic concrete wearing course as specified under A-3 laid over a 1½ inch binder course as specified under A-4.

**Gravel Base.**—To consist of two courses each not less than 4 inches in thickness after compaction, 95 per cent of the gravel to pass 3½ inch screen and 50 to 75 per cent to be retained upon a ¼-inch screen.

**Macadam Base.**—To consist of two filled courses, each not less than 3 inches in thickness, 95 to 100 per cent of the crushed stone to pass a 3½ inch and 0 to 15 per cent a 2½ inch screen, 95 to 100 per cent of the screenings to pass a ¾ or ½ inch screen and 40 to 80 per cent a ¼ inch screen.

**Reconstruction of Old Macadam to Serve as Base Course.**—Provides for reconstruction of old macadam in order to secure a minimum thickness of six inches after compaction.

**Telford Base.**—Provides for hand laid 8-inch Telford Base.

**Portland Cement Concrete Base.**—A mixture in the proportions of 1-3-6 with a thickness of six inches is specified.

**Truing Up Old Pavements to Serve as Base Course.**—Provides for truing up old pavements by the use of an asphaltic concrete mixture in preparation for the application of an asphaltic wearing course.

**Preparation of Sub-Grade (No Explanation Required).**

**Sub-Base.**—Provides for a sub-base of field stone filled with smaller fragments and compacted.

**Shoulders, Headers, Curbs and Gutters.**—Provides for gravel, water-bound and asphalt macadam shoulders, and portland cement concrete headers, curbs and gutters.



A Tarvia Road.



# A Good Citizen.



This Journal, in conjunction with the City Improvement League of Montreal, is preparing a series of special articles by local authorities, all bearing on the government and social activities of the commercial metropolis. These articles will be published in the columns of the journal and in our French Journal, "Le Quebec Municipal." The articles, together with a number of diagrams and illustrations, will also be published in book form (English or French) and distributed to the citizens of Montreal and district through the

agency of the industrial and public bodies. This is the first time that such an attempt has been made to bring home to the citizens of a large community their opportunities and responsibilities, and if we take the encouragement we have received from the railways, banks and business men as an indication of the real spirit of Montreal the propaganda will be a splendid success.

Any of our readers desiring to secure copies of the booklet can obtain same by sending in fifteen cents for each copy, which is actually the cost price.



## TWO YEARS IN BRAZIL—Continued from Page 309.

I pointed out to the municipal authorities that between all these villages and hamlets and the existing city an open belt of park-land, making a complete circle round the existing city, should be acquired at once, before it was too late. My proposition was that this be it should be a wide one; that the middle of it should be dedicated as a park in perpetuity, and that this should be made a remunerative undertaking to the city by re-selling the land on its margins at the enhanced value the dedication of the central strip for park purposes would give it. I am pleased to say that my report on this was enthusiastically received; but here again legislation is necessary. At present the municipal authorities have only the power of acquiring land for a specific purpose; they cannot acquire it to sell again, and the law will have to be altered to enable them to carry out the scheme. Some of the land I designated for park purposes is already the property of the municipal authorities of the city of Sao Paulo, but most of their land is low-lying and subject to floods.

The explanation of the possession of this land by the municipality suggests a brief sketch of the history of San Paulo. Brazil was discovered in the year 1500 by the Portuguese. For a long time, of course, it was a Portuguese settlement inhabited for the most part by natives, and to an almost negligible extent by European settlers who lived on the east coast. The Portuguese Government thought to encourage emigration to Brazil, and at the same time find a means of satisfying the demands of rapacious nobles and statesmen at home, by dividing up the colony, or at least so much of it as bordered on the Atlantic, into what were called "captancies," and giving each captaincy to one of its subjects. The city of Sao Paulo, however, was founded by Jesuit missionaries who landed at Sao Vicente, and were driven from there to Sao Bernardo, and ultimate to Sao Paulo. There is an interesting and rare map made in 1910 and copied in 1841. It shows how the original city occupied a triangular plateau between three eminences on each of which was a monastery. These monasteries occupied the strategic points most easily fortified. It was not against the natives that the missionaries had to entrench themselves so much as against the traders, who, being jealous of the success which the pacific methods of the missionaries met with among the natives, and because of the miserable failure which had attended their own ultra-barbarous methods, made war on the missionaries. The traders drove the missionaries from Sao Vicente to Sao Bernardo, and so persecuted them there that they went further into the interior and selected the site of Sao Paulo, because of its strategic advantages, on which to set up their fortified convents and carry on their missionary enterprises.

The Rua Sao Bento, the long straight street running from the monastery of Sao Bento to that of Sao Francisco, which is to-day perhaps the busiest and most important street in Sao Paulo, while at the same time one of the narrowest, occupies exactly the site of the primitive road on which the earliest native converts to Christianity planted their huts when they came to Sao Paulo to live under the protection of the missionaries from the marauding traders. Such was Sao Paulo in these early days, built in the fastnesses of the great mountains 2,400 feet above the level of the sea, and to such a city came the captain to whom the whole district was assigned. This captain took a point in the centre of the city and from it struck a circle with a radius of a certain number of kilometres (I forget how many), giving to the municipal authorities all the land within that circle. Year by year this land has been assigned by the municipality to settlers—at first free, until now the remaining land lies too low to offer desirable building sites. In fact, a map coloured to show what land is to-day in the possession of the municipal authorities may be taken as showing the land which is liable to be flooded. It must be remembered that in 1886 the population of the city of Sao Paulo was 47,000, and that the population to-day is approximately 500,000.

I also laid out large areas of land belonging to the municipality of Poços de Caldas, a city in the heart of Brazil in the State of Minas, and hundreds of miles from Sao Paulo. I laid this land out as parks and gardens. I was very glad I was asked to do this work. It gave me an opportunity of seeing something of the interior life in Brazil. It came towards the end of my stay, and when I was beginning to fear that I should come home again having seen little of the country beyond a few of its large cities. The journey from Sao Paulo to Poços de Caldas I

## RENTAL COURTS.

The topic of the hour in many Canadian cities is the housing problem and its near relative the rental question is also receiving considerable attention. In some respects the rental question is more prominent than the housing question because the people affected by increased rents are more numerous than those who are interested at this time in building new houses. Demands have been made in various parts of the country for the creation of rental courts whose duty it shall be to investigate charges preferred against alleged profiteering landlords. Our experience in connection with these bodies formed to control prices of various commodities has not been altogether satisfactory, mainly because their plan of action was based upon a foundation economically unsound. Rental courts may appeal to the popular mind and satisfy popular feeling for the time being, but in the long run they will be found to be a very unsatisfactory palliative.

The rental question needs radical treatment—we must get to the root of the matter. Rents are high because housing is scarce. Houses are scarce because it costs too much to build and maintain good houses. It costs too much to build because wages are high and materials are dear. House property is expensive to maintain because repairs are costly and our system of taxation is such that on land values. Just what a rental court can do to remedy these things is hard to see.

It is generally agreed by reasonable men that every man is entitled to a fair return on his investment. There are very few property owners who have received an average net income of 3 per cent on their investments in property during the last six years. Plain facts show clearly that there is a touch of irony in the branding of all property owners as profiteers. There are black sheep among the property owning fraternity just as there are in every family and the few profiteers which exist should receive prompt and drastic treatment from the powers that be. But the mere fact that rents are high does not of itself prove profiteering exists—there may be a reason. Let us be calm in our deliberations and fair in our judgment of the property-owner. If rental courts are established they can serve the useful purpose of placing the facts before the public. These will be preferable to the exaggerated statements now being circulated.—Canadian Finance.

## ROADWORK AND THE UNEMPLOYED.

In view of the possibility of extensive unemployment during the coming winter, efforts are already being made for the execution of special relief works. It is undoubtedly a good thing to consider the problem well in advance in this way, as, next to unemployment itself, nothing could be worse than to see men engaged on useless work simply in order to provide an excuse for giving them relief. Among the works under consideration are naturally certain road improvement schemes. Indeed, a fairly comprehensive programme has already been drawn up, which includes, as stated in our issue of last week, the construction of certain by-pass roads which the development of motor traffic has made a matter of real urgency. Two of these roads are already under construction in the Greater London area—one at Brentford and the other at Croydon. Others now contemplated in connection with the relief works referred to are situated at Eltham, on the London-Folkestone road, and at the east end of London to provide a better outlet in that direction. The latter scheme provides for a double tramway track in the centre, with space for up and down traffic on each side, crossings being provided at certain points only. Although the idea that roadmaking is an unskilled business has long ago been exploded, there can be no dispute that new roads such as those proposed do provide an opportunity for the employment of useful unskilled labor in excavation, etc. It is to be hoped that the anticipated distress will not occur, but that in any event these useful schemes will not be allowed to drop.—Surveyor (England).

shall never forget. The coffee plantations, the tropical forests, the wild mountain scenery made this a trip which can never be erased from one's memory. An even more memorable excursion was one from Poços de Caldas to Rio Verde, by a track over which a gang of men were sent in advance of us to make just passable for us. Brazil is a wonderful country and has a great future before it.



### SAN FRANCISCO TO EXTEND MUNICIPAL STREET CAR LINES.

San Francisco having made a success of her municipal street car lines, is now considering taking over the balance of the lines of the city that are privately owned. That the city would ultimately acquire all of the street car lines has become more obvious as the situation has developed and is now quite generally admitted. This being the case there is considerable activity in many different directions with reference to the valuation of the remaining privately owned lines.

### TANKS FOR SNOW CLEARING.

Soon after the Armistice it was suggested to the French Government that tanks might prove very useful on mountain roads. This suggestion was put into practice, and has been attended with considerable success, tanks climbing rocky passes quite impossible for other vehicles. This idea has now been enlarged, and this winter it is proposed to use tanks as snow-sweepers on several important routes which have hitherto been closed during the winter owing to the cost of keeping them open. Experiments show that when snow cutters are attached to the front and sides of a tank, a path 10 ft. wide can be cleared with little difficulty, and with relative speed.

### A HELPFUL BOOK ON EXCHANGE VALUES.

A book entitled "Currency Exchange Tables," by G. B. Snell of the Head Office Staff of the Bank of Montreal, issued some months ago, has been welcomed by the business houses of Canada as a most timely aid for calculating the exchange on New York funds. The table gives the exchange on all amounts from \$100 to \$10,000 at all rates from 1-64 to 1 per cent advancing by sixty-fourths and from 1 3-32 to 10 per cent advancing by five thirty-seconds. The exchange on larger or smaller amounts can be arrived at by simply moving the decimal point to the right or left as required.

The second edition, just issued, contains in addition a table showing the comparison between the premium on United States funds in Canada and the discount on Canadian funds in the United States. Since the rates have reached their present high point, to the ordinary person it has often been a source of wonder that the discount quoted in New York is a point or two below the rate of premium quoted in Canada. This new table shows exactly what the difference amounts to at all rates from 1-16 to 24 per cent advancing by sixteenths. For instance, by consulting the table we see that when the rate of premium in Canada is 12 1-16 per cent the equivalent discount in New York would be 10.76, or approximately 10 3/4 per cent. The explanation is, that if the rate in Canada was 12 1-16 and one wished to convert \$100 of Canadian money into funds, payable in the United States, the bank would not, as one would at first glance suppose deduct \$12.06 and issue a draft for \$87.94, but would deduct 10 3/4 per cent, or \$10.75, and issue a draft for \$89.25. If \$12.06 were deducted the rate of premium would be considerably more than 12 1-16 per cent, as \$10.75 is exactly 12 1-16 per cent of \$89.25.

On the other hand, a customer of a bank in the United States asking for a rate for a \$100 draft, payable in Canada, would be given the quotation 10.75 discount, as the draft would cost him \$89.25. That is, for \$89.25 in American money he would receive \$100 in Canadian funds—an amount 12 1-16 per cent greater than the sum he would be required to pay.

To return to the condition in Canada, the layman must not become confused by this explanation and expect to go to his bank for a \$100 draft, payable in the United States and pay only \$10.75 premium. For a \$100 draft on the United States he would have to pay a premium of \$12.06, that is, 12 1-16 per cent of \$100.

The difference is, that in one case he is given \$100 in United States funds, and in the other case, he is given the amount of United States funds that \$100 Canadian money will buy.

Bankers will no doubt find the addition to "Currency Exchange Tables" of great value, as it will be especially useful when they are called on to remit to United States correspondents, in New York funds, the proceeds of Canadian items sent to them for collection. The tables will also be of equal value to all commercial houses that have dealings with firms in the United States. The price of the book is \$7.50, and can be obtained from G. B. Snell, care of Bank of Montreal, Montreal, Canada.

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Do Montrealers' take sufficient pride in their city to boost it? No.

Why? Because they don't know their city.

What have the citizens to be proud of in Montreal?

The City of Montreal is the finest located city on this Continent.

It is, with its Mount Royal, its Harbours, its Parks, its Trees, its Churches, its Public and Business Buildings, its Residences and its Boulevards, one of the most beautiful cities in the world.

It is, with the many races living within its borders, one of the most cosmopolitan cities in the world.

It is the seventh largest city and the second largest port on the North American Continent.

It is the largest city in the self-governing Dominions in the Empire.

Why then are the citizens of Montreal so apathetic regarding the progress of their city?

Because they—the citizens—are under the false impression that they have no voice in its government.

But have the citizens any real voice in the city's government?

Absolutely yes, and always have had since the first Charter of Montreal was granted 300 years ago.

Why then has the city not been properly governed for the last ten years?

There are two reasons:

- (1) The Charter has become obsolete for the government of a large city.
- (2) A new generation of citizens has arisen that neither know nor care about its government, thus the administration of Montreal has been left in the hands of small groups.

Will a brand new charter for the city remedy the present government of Montreal?

Yes—if the citizens will take up their individual responsibility as ratepayers, otherwise the best drafted charter will be but a "scrap of paper."

What then should be done to bring home to the people of Montreal their responsibility as citizens?

They should be told in plain language all about their city—its position in the industrial and commercial world—its government—its public finances—its peoples—its social activities—its potentialities.

The publishers of the Canadian Municipal Journal and Le Quebec Municipal have, by reason of the special facilities at their command, been requested by the Civic Improvement League of Montreal to devote the September issues of both journals (one in English and the other in French) to a resume of

### The City of Montreal and Its Opportunities

and in addition to have the series reproduced and distributed to the wage earners of the city. By these means it is hoped to bring home to the citizens the glories of their city and their responsibility in its government.

### CHILDREN'S MUNICIPAL SHOWER BATHS.

Invention of a device that will throw a shower spray 150 feet long and several feet wide and fitted to attach to an ordinary fire hydrant, has made it possible for the bureau of recreation of Buffalo to provide shower baths for between 200 and 300 poor children in the congested districts during the hot summer afternoons. Since July 26th, a city street for a block in the congested district has been barred to traffic for two hours and children in bathing suits who cannot go to the beaches and parks will be allowed to frolic under this shower. So far as is known this is the first time showers have been given free to poor children on such a large scale. They will be continued as long as the weather remains favourable.

### MUNICIPAL BRICK-MAKING.

The Glasgow (Scotland) City Council recently instructed the housing director to prepare plans and specifications showing the buildings and machinery necessary for the manufacture of nine million bricks per annum.



**UNITED ACTION ON TELEPHONE APPLICATION.**

The Union of Canadian Municipalities, founded twenty years ago on the initiative of Mr. W. D. Lighthall, K.C., then Mayor of Westmount, Quebec, and still honorary secretary-treasurer of the organization, has demonstrated that it is still a vital institution by summoning its executive to meet at Montreal on September 10th, to formulate a plan for joint action with regard to the Bell Telephone Company's application for the right to increase its tolls. It must be obvious to everyone that defensive measures by the municipalities will be more effective if jointly undertaken, than if an unlimited number of deputations, each playing off its own bat, proceeds to Ottawa to bombard the Dominion Railway Board when the application is taken up. The public, as has been shown in these columns, has an almost unanswerable case against the measured 'phone system which the Bell Company wishes to introduce; but that case may easily be frittered away unless those charged with the protection of the public interest, show some spirit of co-ordination in the arguments they present.

It goes without saying that if municipal politicians from here, there and everywhere are permitted to use the telephone controversy merely as an opportunity to display their detestation of corporations and undying zeal for the public interest, they will be playing into the hands of the astute and plausible men who will present the case for the Telephone Company. The telephone user's case must be as sanely and judiciously put as that of the applicants, if everyone is to get fair play. The Union of Canadian Municipalities offers the requisite machinery to attain this end.

While on this subject, it is worth while pointing out that the case of the telephone user is not being bettered by the conduct of certain anti-corporation champions who have been denouncing beforehand the tribunal which must decide the issue. Abuse of Hon. Frank Carvell, Chairman of the Dominion Railway Board, merely because he happens to be a stockholder in a minor telephone company which is making no application for increased tolls, is stupid and unfair. This habit of crying "Stop thief" at the heels of every public man clothed with powers affecting public interest, is becoming nauseating. What right has anyone to assume off-hand that because Mr. Carvell has invested in a small New Brunswick telephone corporation, he is devoid of honor? If he is anything like the average lawyer who attains judicial place, the very fact that he is in an assailable position will tend to make him more sensitive and scrupulous in his desire for fair dealing. Many will remember that when one of his predecessors as chairman, Mr. Justice Mabee, was appointed, there were whisperings and hints that it was a "job." It was assumed that because he had been a railway lawyer during his career at the bar, he could not be trusted. The cruelty and folly of this suspicion was, of course, speedily demonstrated. And there is no reason to assume that Mr. Carvell will be less honest in the performance of his duties as adjudicator on telephone tolls than any other man.—Saturday Night.

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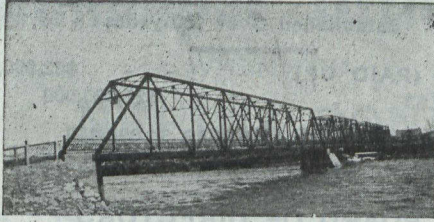
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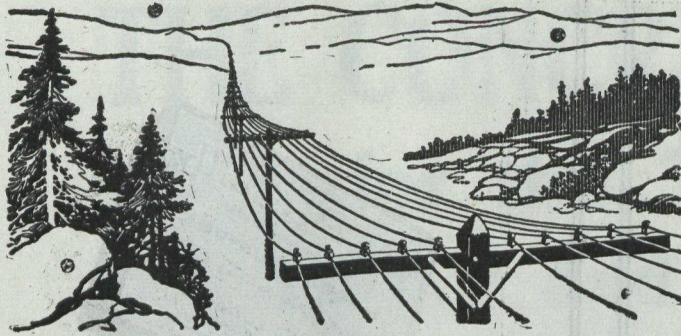
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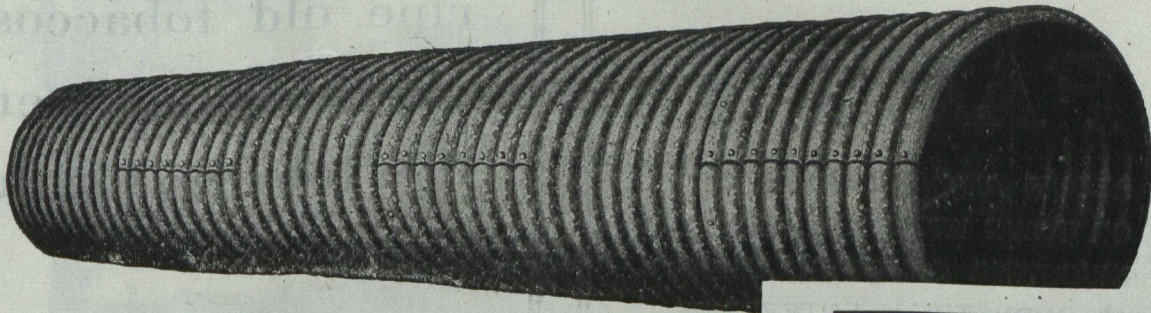
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