

PROPERTY OF THE LIBRARY
 Rec'd
 DOMINION BUREAU OF STATISTICS

CANADIAN MUNICIPAL JOURNAL

AND REVIEW OF CIVIC IMPROVEMENT

A Colossal Loss of Hours

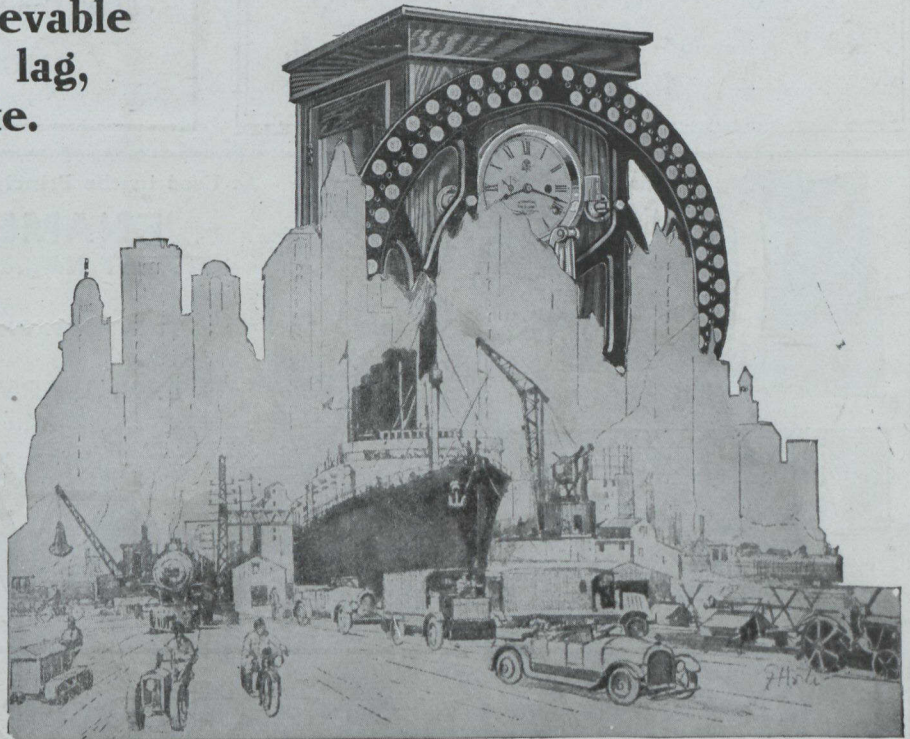
Losses almost unbelievable from policy of lag, leak and waste.

SOME day before long a real bright mayor, or a real bright controller, or a real bright councilman will take in hand an inquiry relative to the colossal loss of hours of municipal employees, which loss would be prevented if the employees were on the same basis as in any private business conducted on modern lines; namely, that of mechanically registering the time spent at their various vocations, by the use of International Time Recorders.

Why not? It is a foregone conclusion that the average loss per employee would be at least ten minutes a day; that is, ten minutes less work is done than is called for by the regular time schedule which is supposed to be carried out. It would be no exaggeration to figure two or three minutes lost in the morning on account of being late, five or six minutes lost at noon, and two or three more minutes lost through leaving too early at night. These figures would represent the minimum loss—as bear in mind the inquiry would apply to the employees in all the departments under the control of the municipality.

A thousand employees each losing ten minutes means a daily loss of 165 hours, which at 60 cents an hour means \$99 a day. There are municipal authorities who would quickly concede that our ten-minute contention is far too conservative. A thousand dollars a day is the least that is lost for the want of mechanical registration by each employee. Then, think of the many thousands of municipal employees throughout this country. Surely, "colossal" is the word to apply to the loss.

Many industrious, ambitious employees in the different municipalities do come to work faithfully on time schedule, but what



is their mental condition when all around them are fellow-employees getting to work ten minutes late twice a day? It must surely affect the morale of any organization.

Yes, some bright mayor, or some bright controller, or some bright councilman is going to take up this question and sooner or later there will be placed in Municipal offices Time Recorders similar to those already installed by many provincial Governments, and in many departments of the Federal Government—why not?

International Business Machines Co., Limited

FRANK E. MUTTON, Vice-President and General Manager.

HEAD OFFICE and FACTORY :

Royce and Campbell Avenues,

TORONTO

T. J. Coulter, L.I.A.

W. S. Jones, C.A.

COULTER & JONES

PUBLIC ACCOUNTANTS
GENERAL CONSULTANTS.

Audits made for Municipalities and Corporations.

137 MCGILL STREET, MONTREAL

To Reception, Advertising and Entertainment Committees

When in need of Badges and Buttons for "Convention" Delegates, etc. We have a special Identification Badge. Send for Illustration and best possible estimate on quantity you may be interested in.

Badge & Specialty Company

Mail P.O. Box 456 Telegraph 251 St. James St.
MONTREAL

Milton Hersey Co., Limited

CONSULTING ENGINEERS
AND
INDUSTRIAL CHEMISTS

A Complete Testing Service to all Municipalities on

CEMENT
SAND
GRAVEL
BRICKS
ROAD OILS
ASPHALTS
TARS
WATER

A Complete Organization of Road Engineers, Experts in the Design of Roads and Pavements thoroughly Equipped for their Inspection and for Supervision of their Construction.

MONTREAL — WINNIPEG



ALBERT ST.

1866

As Used in the Principal Cities in Canada

ENAMELLED STEEL
STREET NAMES and HOUSE NUMBERS

Made by

THE THOS. DAVIDSON MFG. CO., Limited

Selling Agents:

J. N. WARMINGTON & COMPANY

Write for prices and samples

207 ST. JAMES ST. Phone Main 2380. MONTREAL, Que.

DAVIDSON

The CANADIAN BRIDGE CO., Limited

Walkerville, Ont.

Manufacturers of

Railway and Highway Bridges

LOCOMOTIVE TURN TABLES, ROOFS, STEEL BUILDINGS AND STRUCTURAL IRON
WORK OF ALL DESCRIPTIONS

WE HAVE UNEQUALLED FACILITIES FOR SUPPLYING
GAS & ELECTRICITY

6 HYDRO-ELECTRIC POWER PLANTS—240,000 H.P.

2 MODERN GAS PLANTS Capacity 16,000,000 cu. ft. per diem.

ONLY ONE METER READER—BILL—PAYMENT

WHEN YOU TAKE

“DUAL SERVICE”

GAS AND ELECTRICITY

FROM THE

MONTREAL LIGHT, HEAT & POWER CO.

Present Thrift—Future Economy

Thousands of business men have found “Office Specialty” Sectional Filing Cabinets a lasting saving. With them there is no scrapping of old filing equipment as time goes on. At the beginning you assemble the filing sections you need into one stack. Sections are standardized and made for every filing purpose. As your business grows build your files up section by section, adding as your needs require.

Through our nearest Service Store we offer prompt delivery of Sectional Filing Cabinets and any other equipment you require.

“OFFICE SPECIALTY”

SECTIONAL FILING CABINETS

Any desired combination of files may form your cabinet. It provides a place for the safe-keeping of every paper and record you need. All “Office Specialty” equipment is sectional—this is the secret of its economy.

The secret of “Office Specialty” durability and beauty lies in the 30 years of experience and knowledge built into every “Office Specialty” product. Our nearest Service Store will gladly furnish further particulars. *Write or telephone.*

THE OFFICE SPECIALTY MFG. CO., LIMITED
 Home Office NEWMARKET Canada

Filing Equipment Stores at:
 Toronto Montreal Ottawa Halifax Hamilton Winnipeg Regina
 Edmonton Calgary Vancouver



OFFICE SPECIALTY
 FILING SYSTEMS

1013

You build wisely when you found your filing systems on “Office Specialty” Filing Sections. They meet a need that exists in every office.

"Gyproc" Wall Board

Cannot burn, will not warp, shrink or crack, as it is made from Gypsum rock specially treated so as to make it flexible.

"GYPROC" is $\frac{3}{8}$ " thick and made both 32" and 36" wide and in ceiling lengths up to 10 feet. In consequence it lends itself to quick laying and perfect panelling.

"GYPROC" Can be either tinted, painted or papered, as desired.

"GYPROC" will give you as permanent a wall as it is possible to procure without the use of plaster.

"GYPROC" can be sawed and nailed same as wood.

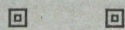
"GYPROC" will convert your unused attic into a bright, cheerful room.

"GYPROC" nailed to your cellar ceiling will safeguard against fire.

"GYPROC" is a non conductor of sound and heat.

"GYPROC" is vermin proof.

"GYPROC" costs no more than other inflammable wallboards.



For further particulars apply to

A. Balfry

Room 11, 14 St. John St., - Montreal

**BUY
CANADIAN STEAM COAL**

BUT INSIST ON

“MINTO” (N.B.) BRAND

SEWER BRICK, SEWER PIPE,
CRUSHED STONE, SAND,
CEMENT, FARM TILE

Brantford Roofing Materials

If you want Building Materials or Coal

Buy from us

STINSON-REEB

BUILDERS' SUPPLY CO., LIMITED

45 St. Alexander Street, - MONTREAL, P.Q.

Province of Nova Scotia Adopts

PEDLAR'S "PERFECT" TONCAN METAL CULVERTS

The highway authorities of Nova Scotia have adopted pure iron culverts, including Pedlar's "Perfect" Toncan Metal Culverts, as the standard for all provincial highways.

This is a high tribute to the established reputation of Pedlar's "Perfect" Culverts. And the authorities in charge of Nova Scotia's highways will always have reason to feel that they have exercised the soundest judgment in making this selection. These culverts have

been giving good service to the leading railways and municipalities for a great many years.

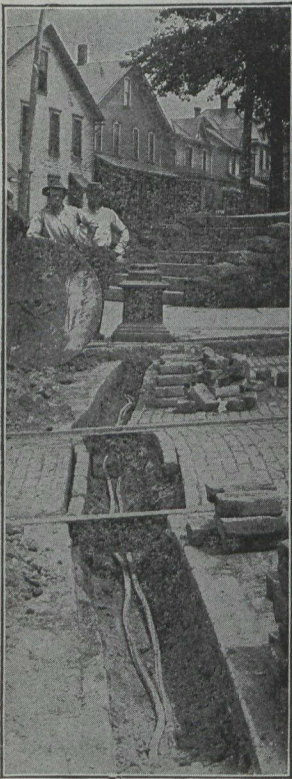
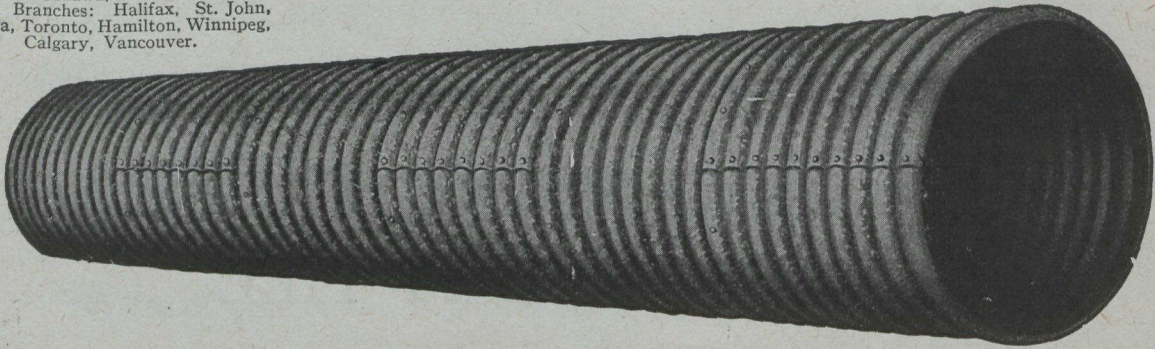
Pedlar's "Perfect" Culverts are easily and quickly installed. They have the requisite strength to withstand all external stresses caused by live and dead loads and all internal stresses from frost and ice. The galvanized Toncan Metal from which they are made staunchly resists rust and corrosion. Experience proves they will give many years of service without maintenance cost.

Write for Culvert Booklet M.J.

THE PEDLAR PEOPLE LIMITED

(Established 1861)

26 Nazareth St., MONTREAL Que.
Executive Offices: Oshawa, Ont.
Factories: Oshawa, Ont. and Montreal
Que. Branches: Halifax, St. John,
Ottawa, Toronto, Hamilton, Winnipeg,
Calgary, Vancouver.



Laying STANDARD Steel-Tape Armoured Cable across a Street

A 50 Per Cent. Saving in the cost of installing underground electric cables is worth considering these days. A cable which can be laid directly in a trench without conduits may solve the installation problem before you.

STANDARD

Steel - Tape - Armored Cables

are designed for this class of service, and have in many cases shown a 50 per cent. saving in installation cost as compared with single runs of lead-covered cables laid in conduits. Write for bulletin 680, which gives complete information.

Standard Underground Cable Co. of Canada, Limited

Branch Offices and Warehouses

Montreal Toronto Hamilton Winnipeg Seattle



"Call him up--- don't write!"

Your voice will bring results, when letters, telegrams and travellers fail."

Long Distance is the greatest business-getter in the world. It connects you with 12,000,000 telephones in Canada and the U. S.

*Every Bell Telephone is
a Long Distance Station*

**The Bell Telephone Co.,
of Canada**



Landscape Architects

FREDERICK TODD
 LANDSCAPE ARCHITECT
 MUNICIPAL PARK SYSTEMS AND TOWN
 PLANNING
 801 New Birks Building - - - Montreal
 Write for illustrated booklet on Landscape Archi-
 tecture by Frederick G. Todd.

Consulting Engineers

Barber, Wynne-Roberts & Seymour
 MUNICIPAL ENGINEERS and
 DEVELOPMENT SPECIALISTS
 Bridges, Structures.
 Sewers and Sewage Disposal.
 Waterworks.
 Industrial Housing, Zoning and Town Planning.
 Surveys, Assessments and Arbitrations.
 Roadways and Sidewalks.
 40 Jarvis Street, Toronto.

R. S. & W. S. LEA
 CONSULTING ENGINEER
 Water Supply, Sewerage and Drainage, Water Puri-
 fication; Disposal of Sewage and Refuge Hydro-
 Electric Developments and Power Plants of all kinds.
 Reports — Designs — Supervision of Construction.
 New Birks Building, Montreal, Que., Tel. Uptown 783

BURNETT & McGUGAN
 CIVIL ENGINEERS
 DOMINION AND B. C. LAND SURVEYORS
 PLANS, SURVEYS, REPORTS
 NEW WESTMINSTER, BRITISH COLUMBIA
 P. O. BOX 107.

A. L. McCULLOCH, M. C. Soc. C.E.
 CONSULTING ENGINEER
 Hydro-Electric Power Installation. Water-
 Works, Sewerage and Sewage Disposal. Ex-
 aminations Plans, Estimates and Reports.
 NELSON - - - BRITISH COLUMBIA

T. LINSEY CROSSLEY
 A.M. Can. Soc. C.E.
 CONSULTING CHEMIST CHEMICAL ENGINEER
 Asphalt Paving and Inspection, Municipal Chemistry
 43 SCOTT STREET - - - TORONTO

GEORGE REAKES, C.E.
 A.M. Can. Soc. C.E.
 CONSULTING ENGINEER
 Expert on Concrete, Asphalt, Tarvia and Macadam
 Roads Inspections and Reports Made.
 ST. LAMBERT - - - P. Q.

MORRISON QUARRY CO.
 ALL GRADES OF CRUSHED STONE
Selling Agents,
T. A. Morrison & Co., Limited
 128 BLEURY STREET, MONTREAL.

Chartered Accountants

H. MURRAY GARDNER, A.C.A.
 CHARTERED ACCOUNTANT
 Vice-President
 Canadian Municipal Journal Co., Limited
 128-9 CORISTINE BLDG., MONTREAL,
 Cable "Magdalan"

Appraisers

CANADIAN APPRAISAL Co., Limited
 Property Values Definitely Established to Meet All
 Insurance, Financial and Accounting Requirements
 HEAD OFFICE: 17 St. John St., MONTREAL
 Toronto: Royal Bank Bldg.
 New York: Equitable Bldg.

Legal Advisers

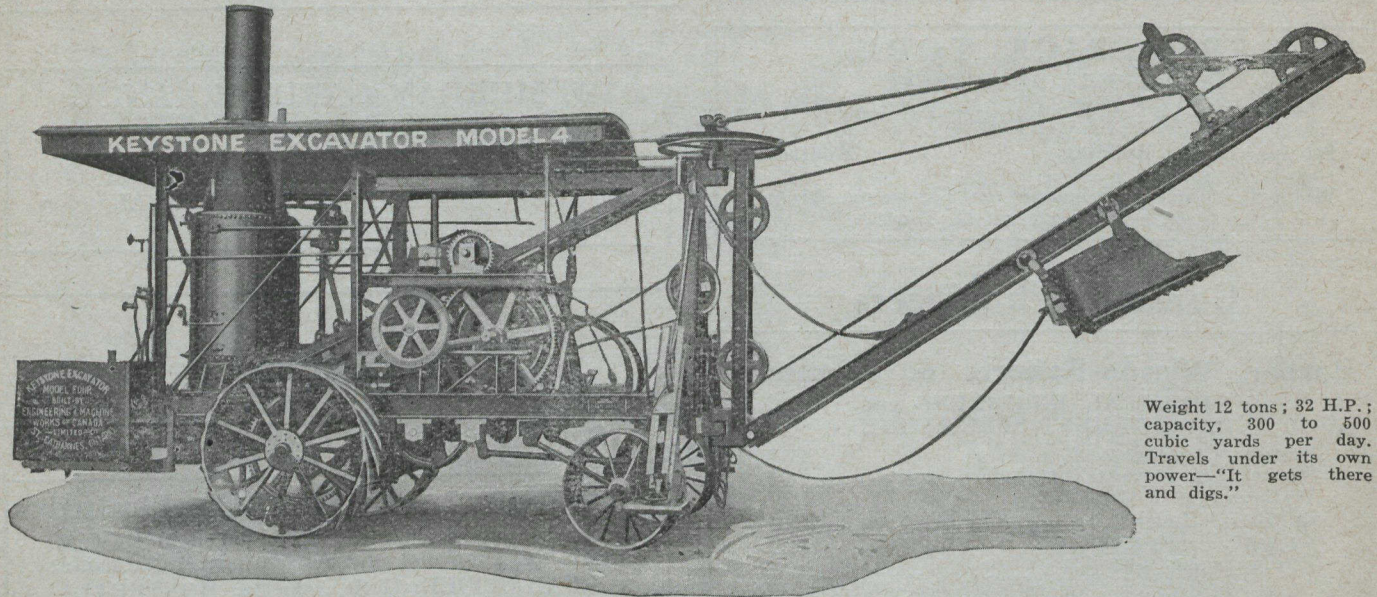
Cable Address "MONDU"
Monty, Duranleau, Ross & Angers
 BARRISTERS & SOLICITORS
 Versailles Building, 90 St. James Street, MONTREAL
 Rodolphe Monty, K.C., Alfred R. Angers, LL.M.
 Howard S. Ross, K.C., Eugene Duranleau, K.C.

W. D. LIGHTHALL, K.C.
 Counsel, Union of Canadian Municipalities,
 and General Municipal Adviser
 MONTREAL TRUST BUILDING,
 MONTREAL, - - - QUE.

LOANS MADE TO:
 BONDS BOUGHT FROM:

MUNICIPALITIES

 A. E. LESPERANCE, Manager
 City and District Savings Bank,
 MONTREAL



Weight 12 tons; 32 H.P.; capacity, 300 to 500 cubic yards per day. Travels under its own power—"It gets there and digs."

Greetings for 1922

from the

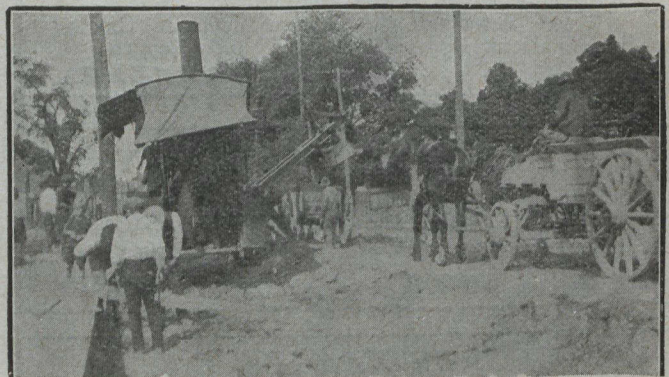
KEYSTONE EXCAVATOR

MODEL 4

And not only greetings and good wishes for your prosperity but a request to be allowed to help you solve some of your construction problems during 1922 and for many years to come. We are now facing a long period when sensible economy must rule our actions. Facts, not sentiment, must guide our judgment. Of all the outstanding needs confronting the Canadian Municipality to-day comes first that of good roads and streets, coupled with the complementary requirement of extended drainage systems, etc., and that outstanding need is unquestionably most economically and sensibly dealt with by the Keystone Excavator, Model 4.

The One Time-Saving, Money-Saving Excavating Machine of importance made in Canada is the KEYSTONE.

Over 95% of the excavation work which any Municipality is faced with can be done by the Keystone Excavator, model 4. Fitted with the "Skimmer Scoop," as shown above, it will handle 300 to 500 cubic yards per day at grading work, excavating a cut from 4 inches up to 8 feet so accurately that paving or contracting work can follow immediately without hand trimming. Fitted with "Ditcher Scoop" it does excellent work at ditching or foundation digging. Other scoops are provided for other duties. Many Canadian Municipalities are using the Keystone with pronounced success.



"Keeping the Dump Wagons Moving"
Grading on Toronto Streets

We would like to send you our new catalogue completely illustrated and descriptive of the Keystone Excavator Model 4. We know it will make its own appeal to you.

Engineering & Machine Works of Canada LIMITED

St. Catharines, Ontario

Eastern Sales Offices: Hall Machinery Co., Sherbrooke, Que., and Birks Building, Montreal.

The Canadian Municipal Journal

SUBSCRIPTION RATES

City of Montreal and United States \$2.25

Canada, Great Britain and Countries in Postal Union \$2.00

Published Monthly by

The Canadian Municipal Journal Co., Limited,
Coristine Building, Montreal

FREDERICK WRIGHT, Editor

Any article appearing in these pages may be reproduced provided full credit is given to the Journal.

VOL. XVIII.

MONTREAL, JANUARY, 1922

NO. 1

CONTENTS

Editorials:

Our Journal	7	Economics of Town Planning (N. Couchon)	11
Reducing the Salaries of Municipal Officials.	7	Story of Municipal Government (Frederick Wright)	12
Town Planning	8	The Canadian Annual Review	13
The Canadian Association for Prevention of Tuberculosis	8	Convention of New Brunswick Union	14
The Controversy About Saskatchewan's Finances	9	Public Health (Dr. W. F. Roberts)	18
The Automobile Club of Canada	9	Maintenance of City Pavements (P. S. Sharples)	21
A National Research Institute	10	Review of Commission Government (Frederick Wright)	22
Public Health Departments	10	Single Tax in British Columbia (Jack Loutet)	24
Addresses on Civic Administration	10	Analysis of Electric Problems (Delos F. Wilcox)	28

OUR JOURNAL

In wishing our subscribers the best of success for this year of grace 1922 we feel that we owe them an apology for the irregularity of the Journal during last year. Like a number of publishers in the east, we were affected by the printers' strike to the extent that during the last few months the Journal was late in the mails, though, fortunately, we did not miss a single issue. With the lateness of issue came some confusion in the mailing, and we would ask these subscribers who have not received a copy of every issue for 1921 to write us and we will immediately mail to them copies of missing issues.

Though the strike is not yet over we have received assurances that our two journals—The Canadian Municipal Journal and Le Quebec Municipal—will be printed regularly and early enough to enable us to have a copy mailed on time to each one of our subscribers.

We would at this time thank our advertisers for their loyal support during this trying time. A number of them have used the pages of the "Canadian Municipal Journal" for years, and while we hope, in fact, have every confidence, that they have secured good results from their progressive policy in using our pages, we fully recognize that it is their support that makes it possible for the Journal to spread its municipal propaganda throughout the length and breadth of the Dominion, and we would ask our readers to remember this fact when in the market for municipal supplies.

This may sound like cheap advertising. It is not, as a moment's reflection will show. Our journals, while owned by a private company, are in reality a public institution, for the reason they are essentially of an educational character, and every dollar of income from subscriptions and advertisements is used for the purpose of promoting civic interests in Canada, consequently the more advertising the journals carry, the better the returns and the larger the propaganda. And the best way to secure more advertising is to encourage those firms already advertising in the journals.

REDUCING THE SALARIES OF MUNICIPAL EMPLOYEES

In one large city in Canada the new council, in order to meet the budget for 1922, which, under the present expenditures, would show at the end of the year a deficit, have decided to cut down the expenses by reducing the salaries of all the officials. To our mind, this is hardly a wise step, because if anything the present salaries for the work expected are far too small—they are certainly not conducive to efficiency. And what is true of this particular city is also true of the administration of many other municipalities in Canada—the officials are underpaid. We have recently had the opportunity of examining the financial statements of a number of Canadian cities and towns, and after admiring the ability of the men who had prepared the statements, and appreciated the amount of work such statements represented in the financial administration of the community, we were somewhat shocked to see the ridiculously small salaries these treasurers and secretary-treasurers were receiving—\$1,500, \$1,800 and \$2,000. And the other officials, particularly the engineers, were receiving proportionately low stipends. Had these men been working for private firms their compensation would have been at least twice what they were receiving as public servants. All that we can say is that the municipal officials of Canada have a deep sense of loyalty to serve the public as efficiently and as faithfully as they do for such small remuneration. But this is no excuse for the councils to grind them down to the last dollar. In the Old Country the salaries of municipal officials have almost doubled these last few years, which accounts for their holding on to their posts in spite of the attempts made to wean them away to even more lucrative posts, and even in American cities the officials are receiving today much better salaries.

The great danger of reducing salaries, as the first step to reduce civic expenses, is that it creates uncertainty and consequently dissatisfaction. And a dissatisfied servant cannot do good work. The thing is impossible.

GENERAL RUTTAN, C.M.G.

We congratulate Brigadier-General H. N. Ruttan on the honor of Companion of the Order of St. Michael and St. George that was recently conferred upon him. General Ruttan was for a number of years City Engineer of Winnipeg, and no man deserves the honor better, not only for his war services, but for the large part he took in the building up of modern Winnipeg. A man of great ability and sterling character, General Ruttan was a pioneer in the real sense of the word, the type of man of whom his fellow citizens can be proud.

TOWN PLANNING

We note that the City of Niagara Falls (Ont.) has engaged a city planning consultant in the person of Mr. Horace L. Seymour, A.M.E.I.C., a well-known town planning engineer, of Toronto. This is an innovation that we hope will be followed by other Canadian municipalities, for town planning has passed from the theoretical stage to that of practical community economics. Unfortunately town planning is not as popular in Canada as it should be, though much propaganda has been spent on it. One of the reasons undoubtedly is that the subject has been largely treated by the propagandists, and consequently accepted by the general public, as a geometrical problem affecting the width of the streets and the height of the buildings, the solving of which would in some unknown way have a beneficial effect on the health of the people. Of course town planning is much more than that, but with all their ability (and Canada has had, and has today, the most able of town planners spreading the gospel and ethics of town planning) the citizens and the local authorities still lack the necessary education to fully appreciate the significance and the effect of town planning on the daily life of the community. And until the people demand it, no public authority is going to take the responsibility of putting town planning into practice.

On the statute books of every province (with the exception of one) there is a town planning law, but for all practical purposes this law is dead, for the reason that the municipal councils have not adopted it in any of the provinces. This is not the fault of the act itself, the conditions of which are conducive to the best social development, but is rather the fault of the promoters of the legislation in not seeking first the co-operation of municipal councils, who naturally took exception to having thrust down their throats, what they thought was the fad of a few theorists.

The pertinent question now is how are the Town Planning Acts to be put into practice, or rather how are the municipalities to be persuaded to carry them out. For it is persuasion, and persuasion only that can be used. To our mind, it is largely a question of educating the people, through and under the auspices of the local councils, rather than attempting to educate them through organizations, that however excellent they may be in themselves, are not in close touch with the general public. In this work the Town Planning Institute has a splendid opportunity to popularize the movement.

It shouldn't be necessary to force people to build firesafe buildings. Common sense proves it is the sensible thing to do.

THE CANADIAN ASSOCIATION FOR THE PREVENTION OF TUBERCULOSIS.

One of the brightest spots in human welfare work in Canada is the remarkable success of the "Canadian Association for the Prevention of Tuberculosis." This organization, though subsidized by the Dominion Government, owes its success to the self-sacrificing spirit of a small group of citizens, principally physicians who for twenty-one years have been using all the means possible to fight the "white plague," and no one has contributed more to the success of the Association than Dr. George Porter, who has just retired from the secretaryship after fourteen years service, and Sir George Burn, of Ottawa, who year in and year out has as treasurer been looking after its finances. In his annual report Dr. Porter epitomizes the position of the society and the attitude of the public mind towards its campaign against tuberculosis, as follows:—

"It is gratifying to report that the campaign against Tuberculosis in Canada is growing both in strength and in volume. While no spectacular results can be shown against a disease so interwoven with the many unfavorable social conditions which favor its spread, yet the decreased death rate during the past two decades, the improved facilities for the diagnosis and for the care of the tuberculous, and the more enlightened attitude of both the authorities and the public towards the means of its prevention are very encouraging."

So far as the municipal councils are concerned they have, on the whole, given to the campaign their wholehearted support, but unfortunately that support has not gone much beyond the resolution or moral stage. As undoubtedly the problem is as much a local one as national there is a special responsibility on the part of the councils to see that every facility and encouragement is given to the association to carry on its propaganda, whether it be direct or through local agencies. The exact nature of the work may be stated as follows:—

"The Canadian Association for the Prevention of Tuberculosis, supported by the Federal Government and now assisted also by the Red Cross Society, was organized for the purpose of Education — so important a factor in preventing this disease. This Association provides free literature in the form of posters, pamphlets, reports and papers, and distributes them free of charge. Besides this, our office is a general information bureau upon the subject. Lectures have been delivered in every province, in hundreds of our towns and cities, and in many rural communities by its secretaries. Many local societies have been organized by its efforts and we are pleased to say that in all our work we have enjoyed the heartiest co-operation of the Federal Department of Health; the various Provincial Boards of Health; the Municipal Health Officers, the Voluntary agencies such as the Red Cross Society, the I.O.D.E., all the local and provincial tuberculosis associations, the Victorian Order of Nurses, and public spirited citizens everywhere."

The Controversy About Saskatchewan's Finances

Much publicity has been given to the controversy between the Hon. George Langley (Minister of Municipal Affairs for the Province) and the Canadian Bond Dealers' Association through one of its officers, Mr. W. L. McKinnon, regarding the municipal finances of Saskatchewan. The controversy would seem to be based on the suggestion that the Provincial government should make itself responsible for debts of certain municipalities which had failed to meet their interest charges. This the government cannot see, and because of its refusal to fall into line with the arguments put forward by the Bond Dealers' Association there was a deliberate boycott against Saskatchewan's securities. In an evidently studied statement the bond dealers' spokesman denied the charge of boycott, but that "something a great deal worse than a boycott" was stopping the sale of Saskatchewan's securities, that something being that investors have lost confidence in them, because of lack of proper control over municipal expenditures by the provincial authorities, though in the same statement it is frankly admitted "that on the average the financial position of Saskatchewan municipalities is very sound. The most exacting critic would not ask for more security than that which really exists behind the debts of Saskatchewan's municipalities on the average."

In other words Mr. McKinnon maintains that while the financial standing of the municipalities of Saskatchewan is good on the whole, this standing has been discredited because one or two small municipalities have been allowed to default on their interest charges; that this would not have happened had proper oversight been made by the provincial government, consequently it is the duty of the government to assume the payments. While it is true that the default of a single municipality will affect the credit of a whole district, and a number of defaults a whole province, it would be against the first principles and certainly not in the interests of municipal government for another authority—even a superior authority—to step in and assume local debts. It would be tantamount to an assumption of authority that had already been granted by charter to a community. The provincial government was quite right in refusing to pay, for it was outside its province.

At the same time the bond holders have a real grievance against those municipalities that have defaulted, and the unfortunate part is that, to quote Mr. McKinnon "suing a municipality for payment is a long drawn out affair that produces little or nothing for the bond holders, and that while the remedy is being applied the arrears of interest keep piling up so that each year the debt position becomes worse and worse." The question is what has the Local Government of the Province done or is doing in the matter? This board, which is a judiciary body the members of which can only be moved for cause by the legislature, was established to examine carefully into the finances of municipalities desirous of borrowing. As we understand it the borrowings in default were made before the establishment of the board, consequently with its present limited powers it cannot be held responsible for the delinquencies, but it seems to us that, being created for the purpose of checking borrowings down to

bare necessities, even with proper security, is not enough to safeguard the financial credit of the municipalities of the province. We believe that the Local Government Board should not only have power to examine, through its own officers, the finances of any municipality in the province at all times, but that in the case of a delinquency, or even danger of a delinquency, it should also have the power to compel the delinquent municipality to increase the tax rate sufficient to pay off all interest that may be overdue. Such a measure would of course be drastic, but drastic measures are absolutely necessary in defaulting municipalities if the splendid credit of Municipal Canada, and particularly that of the municipalities of Saskatchewan, which has taken many decades to build up, is to be kept intact.

In a recent address, Mr. J. N. Bayne, late deputy municipal minister and now a member of the Local Board of Saskatchewan, stated that out of 730 municipal institutions in Saskatchewan, less than 12 had experienced difficulties in meeting their debenture coupons, and that the few defaulting municipalities were making honest efforts to meet their payments. If this is the case, and Mr. Bayne's statement must be accepted as one of authority, not only because of his responsible position, but because of his recognized integrity, the bond holders must have patience, particularly as they bought the bonds at high rates of interest. Undoubtedly the delinquent municipalities will meet all payments ultimately, because they will not be able to borrow again until they do. It must be remembered that the delinquency is in the interest only, not in the principal which is secured by every piece of public and private property in each of the municipalities affected. We are of opinion that there has been placed too much emphasis on these defaults, which while bad in themselves do not represent the spirit of western municipalities generally. To meet their interest payments and provide the necessary sinking funds the western cities and towns have taxed themselves to the limit, in some cases up to forty-five mills on a fairly high assessment. What is more there is very little defaulting in tax payments on the part of the citizens. This spirit cannot be too highly commended.

THE AUTOMOBILE CLUB OF CANADA

The Automobile Club of Canada is very much alive today. A weekly news letter not only gives much valuable information to the members but describes the many activities of the club. These activities cover quite a large field; for instance, traffic regulation is a subject on which much valuable information is gained for the benefit of the authorities, and good roads and their upkeep is another subject continually under consideration. Among its presidents have been Deputy Minister McLean, of Ontario, and Deputy Minister Michaud, of Quebec, and the present president is J. A. Duchastel, City Engineer of Outremont and an ex-president of the Canadian Good Roads Association. Mr. George MacNamee, the energetic secretary, is also secretary of the Canadian Good Roads Association. Much credit is due to this association for the good road spirit that for the last ten years has prevailed in Canada.

A NATIONAL RESEARCH INSTITUTE FOR CANADA.

At the last session of the late parliament a bill was passed by the Commons authorizing the establishment of a National Research Institute under the management of the Honorary Advisory Council for Scientific and Industrial Research. Unfortunately the bill was thrown out by the Senate and consequently much of the splendid work carried out by the Research Council, will have been wasted because of the lack of adequate means to carry on proper research work.

We understand though that the bill will be re-introduced to the first session of the new parliament and it is to be hoped that both the Commons and the Senate will have sufficient sense of duty to the people of Canada to pass the bill.

The meaning of such a piece of legislation to the people of Canada, is that an instrument will be placed in their hands by which the great natural resources of the country may be developed along scientific lines. This instrument—a national research institute—will be under the management of the Honorary Council for Scientific and Industrial Research, a body made up of eleven of Canada's best scientists and engineers, who for the last four years have given, and are giving to-day their services to the country without payment. One of the principal things the Research Council has done is to show that by briquetting the soft coal and lignites, of which this country has millions of tons, the same can be made into fuel at half the cost and as effective as the best anthracite coal. After careful study the Council has proved that the vast peat deposits found in practically every part of the country can be commercially utilized as a cheap and efficient fuel. A new method of Reforestation; the better utilization of Canadian iron ores; the prevention of rust in Wheat; more efficient methods for heating houses, are among the thirty successful researches made by the council. Surely a record to be proud of, and the work already done represents but a small part of the possibilities of the Council provided the members have the proper means of carrying on their researches.

The people of Canada cannot afford to let such an opportunity pass and every pressure should be brought to bear upon parliament to pass the bill authorizing the erection of a national research institute.

PUBLIC HEALTH DEPARTMENTS.

The City of Ottawa boasts of the lowest death rate of any city in Canada. This speaks well for the activities of the Health Department of the Capital. There are many otherwise intelligent citizens in Canada who object to the taxes necessary to keep up the health of the community. What would happen if health departments were done away with is easily visualized. The death rate would be so appalling that even those who object to paying the taxes would be convinced of their foolishness. As a matter of fact Canada, in comparison with other countries, is still very backward in looking after the health of her citizens. In particular is the medical examination of schools and school children very lax. In some municipalities there is no examination of any kind which is reflected in the high death rate of the community otherwise fairly well established.

There is a Dominion public health department at Ottawa. Unfortunately it is not used as much as it might be by the municipalities, and our suggestion is that the new government should have attached to this department a special officer whose duty it will be to keep in actual touch with local authorities. What is the use of the country having and not using a department that can do so much to conserve the health of the nation?

ADDRESSES ON CIVIC ADMINISTRATION.

A most encouraging sign of the times is the growing number of clubs and societies of business men that have been formed for the purpose of educating the members and the community generally in matters appertaining to citizenship and its obligations. In the United States practically every urban municipality of decent size has its own organization with a well defined name, that in Chicago, for instance, is known as the "City Club." This club each week sends out a four page bulletin in which is described in terse, clear, language the activities of the club, and what it wants the members, and the citizens generally, to do in a given public matter. One of the features of the club is its weekly meeting at which the members have an opportunity of listening to addresses on civic questions—an epitome of which is usually published in the Bulletin—and on June 3 it started its monthly Town Meeting project with pronounced success. And as with Chicago so it is with other cities and towns. There is a revival for citizenship, not only through the organizations specially established for the purpose, but through all kinds of societies and clubs—such as the Rotary and Kiwanis clubs—whose programmes this last season were largely taken up with municipal subjects.

Canada, on the other hand, has made little headway in education in citizenship. There are very few clubs such as they have in the United States, and it is very seldom that an address is heard on municipal government at any of the meetings of the local societies or clubs. Why? We know not, unless it was that those whose function is to draw up the season's programme, were under the impression that civic questions are too dry for the average member. As a matter of fact some of the addresses on civic administration given last year were amongst the best delivered in Canada. With its many phases, each one affecting the welfare of the community, municipal government is probably the most interesting study in the world to-day, and in the hands of a competent exponent an address on the subject will always hold an average audience. What is more, taking it for granted that the object of most societies or clubs is to interest and educate the members to some purpose is it not the duty of those who draw up the season's programme to help the members to a better understanding of citizenship and what it means? We think so.

Make Fire Prevention Week accomplish something. Do your part to end firetrap construction in your community. Build every NEW structure fire-safe.

The way to prevent fire tragedies is building structures that won't burn. Help make that idea sink in during Fire Prevention Week.

The Economics of Town Planning

(By Noulan Cauchon, A.M.E.I.C., Chairman, Town Planning Commission of Ottawa.)

Biologically, an organism is a living entity—simple cell or complex—endowed with energy of growth and function.

Human organism—the most complex known—is the *raison d'être* of Town Planning—of its being a biological necessity.

The rays of the sun are the ultimate source of all energy on this planet, and as shown in the spectrum vibrate heat and light and chemical action.

Sunshine and vivified air are indispensable nourishment for human development—without substitute—wherein lies their virtue beyond mere accessories of mechanical light and ventilation.

Cities which are the sheltering hives of human organisms must afford suitable environment for organic growth and development; failing which they cramp, maim, and kill that life which it is their proper function to engender, energize, and enhance—to bring to the realization of life.

Economics is the science of the conservation and the conversion of energy in the maintenance of life—of human life.

Government, in the abstract and in practice, should be synthetic organization for the maintenance of life—of community life—of civilization.

This view of government manifests a claim upon it for securing, amongst other things, free access to sun rays and fresh air—energy—for us individually and collectively.

According to Mr. Fairfield Osborn, the "Capture, Storage, and Release" of energy is seemingly the problem of life itself.

Our planning, if it would avail and survive, needs meet the requirements of life—or organic life—it must make provision for structure and its nourishment and for the development of function.

Only that planning will prevail which recognizes the manifest oneness of nature

For the purpose of practical elucidation and accomplishment, forms and functions—evident inter-relation and inter-action subconsciously sensed throughout—may more conveniently be detailed as unit characters.

Let us consider the great functional ramifications of communication in their relation to organic existence—intellectual and emotional; material and spiritual.

The emergence of human speech and the advent of barter developed the written word and the highway—evolved the rapidity of modern thought transmission and of transportation—modern civilization.

Railways are, therefore, but a sub-division of highway function, but so far differentiated as to require individual treatment.

Railways seem destined to maintain and to increase their utility for long and heavy haulage.

This traffic will develop to the auxiliary measure of better highways and increased motor transport.

In the nature of things, railway facilities must adequately keep pace with the increase of population and production and their incidental services.

Duplication is economic waste.

A measure of competition is valuable as stimulus in social service, but if extended to the over-stimulation of duplication will, by natural law, defeat its

own purpose—is a waste of energy; is uneconomic.

The principle to be applied as regards cities is Union Terminals.

There is little question as to the wisdom of a single system of trackage minimizing movements, crossings, and vast unnecessary capital expenditure. But there are optional ways of operating the necessary plant—ways of efficiency; measures of personal equation.

The more complex an organism the more delicate its functioning.

Montreal, as our largest city in Canada, is suffering from the lack of proportion in its services.

The purpose of town planning is to avoid and to eliminate congestion—on the railways, on the highways, and in all the vital agencies of progressive existence.

Montreal's problem is emphasized by its railway and highway requirements—it is conditioned by the necessary disposition of its centres of activity along the harbor front, and in turn is subject to the topographical limitations of the adjacent mountain.

The City of Hamilton has a somewhat similar problem, the proposed solution of which is as holding suggestive elements.

They have a housing problem—same as our smaller centres, only more so by reason of acceleration in size—it is all part of the oneness of your problem of existence which awaits progressive solution.

Town planning seeks to implement the social significance of scientific revelation.

To quote on a previous address to a Committee of the Senate (May 25, 1921): "It follows that determining the occupancy of land and of buildings, the width of streets and the height and bulk of structures in relation thereto, the access of light and of air, zoning, housing, the capacity of transportation, is elemental to healthy freedom of growth and of circulation; all, to the measure of their deficiency, shadow the birth rate and the death rate.

"The economics of regional planning, urban and rural, is the science of energy, of the conversion and conservation of energy, in the maintenance of life."

LATE ALDERMAN DIXON

His many friends will regret to hear of the death, from paralysis, of Alderman J. P. Dixon, of Montreal, who, at the last three conventions of the U.C.M. represented the City of Montreal. Alderman Dixon, who had served in the City Council of the Metropolis for many years, was one of those men who took his duties seriously, practically giving up the whole of his time to them. Gifted with an optimistic disposition, the genial alderman always put life into any meeting that he attended, but underneath his geniality and optimism was a stratum of common sense which he used to good purpose when discussing municipal questions.

Building buildings that will burn is like winking at an old maid—it not only looks foolish, but there's no telling how serious the outcome will be.

FIGHT FIRE WHEN YOU BUILD—don't leave it all to the Fire Department.

The Story of Municipal Government in Canada

What It Is—Its Influence—Its Future.

(Frederick Wright)

Though the principle of municipal government was introduced into Canada with the founding of the first community—some four hundred years ago—it actually took the great war to open the eyes of the citizens to its fuller meaning as a factor in the social life and economic development of the nation. In pre-war days the government of the city, town, village or rural district was looked upon by the average citizen as a prosaic link in the administration of the country. But when the first excitement of the war was over and people began to ask the meaning of democracy, for which Canada was draining her life blood, the realization came home to many that democracy began in the community. And this conclusion is correct, for community government is the very essence of democracy. It affects directly the lives of the citizens in a way that no other government unit does, though to many people the word "municipal" just implies taxes—their levying, collecting and spending. These people cannot understand that the construction of our streets and sewers and their policing are but part of the duties of our municipal councils.

The very meaning of "municipal" denotes the very highest form of duty to "our neighbours" and means leadership in regulating the lives of the men, women and children that make up our communities. It means social welfare as it touches the daily life of the citizens—it means public health as it affects every household in the community—it means public morals as they influence our young people. Municipal or community government in short affects everybody every minute of the day and night, and it is good or bad as the community determines. There is then every reason for Mr. and Mrs. Citizen to appreciate the common sense of living for democracy through their community and its government.

A new importance has now been given to municipal government in Canada by the new social and economic conditions that have arisen in every community since the war. Capitalists and leaders of industry have come to realize the fact that the government of the community—whether it be a city or town or even incorporated village—is a vital issue in the safety of capital and the progress of industry; that social welfare, and all that it means, is just as necessary to the development of the vast resources of the country as capital itself, and that the full utilization of labor is only possible under decent living conditions and environments, such as can only be secured under sound municipal administration. In other words, if Canada is to take advantage of the great opportunities provided by nature there must be more actual and intelligent co-operation between capital, labor and the communities through their government.

Assuming then that "municipal" government is the true basis of democracy and that it requires more functioning to realize its full possibilities, the question arises as to how municipal government stands today in Canada. And here one can state, without fear of contradiction, that the municipal

system of the Dominion is as up-to-date and as complete as that of any other country, not excepting Great Britain, whose municipal machinery is highly efficient. Every foot of the Dominion is part of either a rural or urban municipality, and each municipality is a complete unit in itself under the administration of a council, whose functions and powers are broadly set down in the charter under which the municipality was created, or established. It is the construction placed upon these functions and powers, or rather how they are exercised, that strengthens or lessens the usefulness of the council to the community, but no council is likely to go beyond public opinion, because under our system of election the council is truly representative of the people. Whatever may be the spirit collectively of the citizens is also that of the council.

There are approximately 3,800 separate rural and urban municipalities in the Dominion, each one administered by a council that averages ten members. These mayors, reeves, aldermen and councillors, together with the permanent officials, make up a municipal army of upwards of 50,000 men and women. Fully eighty per cent. of the civic executives give their services gratis, and the compensation of the other twenty per cent. is comparatively small, so that Canada pays very little for her municipal service; certainly much less than does the United States.

So far as the personnel of this large organization is concerned, I would say without any hesitancy that in local affairs the people of Canada are splendidly served. With the exception of one or two small towns, whose councils in the past, with greater ambition than judgment, incurred too large debts, all of the 3,800 municipalities are to-day in a solvent position and able to pay their debts, in spite of the wave of extreme optimism of pre-war days, under which extravagant improvements were made everywhere in Canada, but particularly in the west. When the real estate boom broke and the slump came things looked very bad for the municipalities, but such was the splendid spirit displayed by the councils that the municipal credit, though impaired for a time, was not killed. Today it stands higher than ever. Such an achievement could only have been brought about by real hard work and faith, and a deep sense of responsibility on the part of the members of the councils and their officers.

Municipal Canada has produced many able men—men like Church, McGuire and Bradshaw, of Toronto; Lighthall and Martin, of Montreal; Gale, of Vancouver; Waugh, of Winnipeg; Hardie, of Lethbridge; Yorath, of Edmonton; Bayne, of Regina; Plant and Fisher, of Ottawa, etc. These men, had they have given the same amount of time and thought to other branches of the public service, would probably have made greater names for themselves. Of course the municipal councils of the Dominion are well organized through twelve municipal unions. There is the Union of Canadian

TEN NEW COMMANDMENTS.

The Brooklyn Tenement House Committee has published as commandments, ten points bearing on the duty of householders to their neighbors, their neighborhood, themselves, and their families:—

- 1.—Thou shalt honor thy neighborhood and keep it clean.
- 2.—Remember thy cleaning day and keep it wholly.
- 3.—Thou shalt take care of thy rubbish heap, else thy neighbor will bear witness against thee.
- 4.—Thou shalt keep in order thy alley, thy back yard, thy hall, and thy stairway.
- 5.—Thou shalt not let the wicked fly breed.
- 6.—Thou shalt not kill thy neighbor by ignoring fire menaces or by poisoning the air with rubbish and garbage.
- 7.—Thou shalt not keep thy windows closed day and night.
- 8.—Thou shalt covet all the air and sunlight thou canst obtain.
- 9.—Because of the love thou bearest thy children thou shalt provide clean homes for them.
- 10.—Thou shalt not steal thy children's right to health and happiness.

CAST IRON OR STEEL WATER MAIN

The Corporation of the City of Fernie, B.C., is in the market for a carload lot of cast iron or steel water main for 250 ft. head, sizes 18-inch and smaller. Apply to City Clerk Moffat.

When the fire alarm bell rings the owner of a fireproof building must get a lot of satisfaction out of knowing that, wherever the fire is, his investment is not in danger.

The man who knowingly builds a firetrap is the sort of man who will trust a pin instead of suspenders. In case of an emergency most anything is likely to happen.

THE STORY OF MUNICIPAL GOVERNMENT (Continued)

Municipalities, that covers all Canada, the Western Municipal Union, that looks after the civic interests of the four western provinces, and then each province, with the exception of Prince Edward Island, has its own union. These unions meet once or twice a year in convention, when not only are local questions and problems threshed out, but opportunities are given the delegates to hear experts on every conceivable subject appertaining to civic affairs.

The discouraging part of municipal administration in Canada is that it is taken too much as a matter of course, and routine. The average citizen does not stop to consider the fact that it is the men and women who have, and are, administering the local affairs of the country who are the real builders up of the social structure, and that on these same people lies the burden of "carrying on". Canada has in her municipal machinery, not forgetting the personal equation, her best asset, because it is her best means to develop her material and human resources.

THE CANADIAN ANNUAL REVIEW

We have just received Mr. J. Castell Hopkins' Annual Review for 1920, the publication of which was delayed by the printers' strike. Like its predecessors, this volume is a splendid story of Canadian activities and endeavour, and no one reading the book could help but be impressed by the large part that Canada takes in the world's progress. This in one sense is to be expected because of her vast natural resources, her centralized position in the geography of the world, and her proximity to the United States, but none of these things are sufficient to account for her commanding position, only in so far as they have been the incentive to the genius of the man power of the country. And Canada has been fortunate in her men and her women. Her resources have been tapped, her water power harnessed, her vast spaces linked together and her products sent to every part of the world—all brought about by the virility of her people. So quietly and matter of fact has this progress been made that we, the citizens of the country, hardly realize it all, so that it is well for our sense of values that we have Mr. Castell Hopkins to visualize for us each year in his own delightful way the progress that the country has made, not only in material but in other things that count. Canada is today a nation among nations. By the Versailles Treaty she is a complete national unit, and a full partner in that league of nations known as the British Empire. She is affected more today by world conditions because she herself is a factor in creating these conditions. And this not only makes her leaders more responsible than their predecessors, but her citizens as well. To be a citizen of no mean country like the Dominion of Canada is at once a pride and a responsibility, and every means should be taken by every individual to acquaint himself, or herself, of everything appertaining to the social and economic welfare of the country. To be satisfied only with the affairs of one's own city or district in these days of the telegraph and the daily press is not genuine citizenship at all, for it means losing sight of that larger perspective and opportunity that comes to every community, however small it may be.

It is to them who would know of this larger Canadian life that the Canadian Annual Review of Public Affairs appeals. It is now in its twentieth year and never once has it missed in fully focusing those events that stand out in Canadian progress. The 1920 volume, like its predecessors, is a complete book in itself. It covers the financial conditions of 1920; agricultural conditions and the farmers' movement; industrial conditions and problems; problems of general development; transportation interests and affairs; Dominion and Provincial political affairs, etc.

Unfortunately the volume for 1920 does not cover Municipal affairs as much as it might, which to our mind, is even of more importance than either Dominion or Provincial affairs. Be that as it may, it is a volume that should be in the library of every city and municipal hall. The work is published by the Canadian Review Company, Limited, Toronto.

No building is ever completed until it is made fireproof.

Convention of New Brunswick Municipalities

Municipal officials from all over New Brunswick attended the 16th annual convention of the Union of New Brunswick Municipalities which was held in the City of St. John on August 29th, in the Masonic building. This being the first meeting since 1916 the interest was keen, particularly in the report of Mr. J. King Kelley, K.C., the secretary, which read as follows:

History of New Brunswick Union

On February 12, 1907, on the invitation of Edward Sears, Esq., then Mayor of the City of St. John, a number of the Mayors, Wardens and Councillors of the Cities, Counties and Towns assembled in the City of St. John for the purpose of effecting a Union of the Provincial Municipalities.

Among the prominent members of the Union at the organization, in addition to Mayor Sears, were the present Warden of the City and County of Saint John, Thomas H. Bullock, J. B. M. Baxter, James Lowell, Donald Munro, Mayor of Woodstock, Mayor Nichol, of Chatham; Mayor Teed, of Saint Stephen; Mayor Hennessey, of Newcastle, and Warden Flett, of Northumberland County, also Senator Wood, of Sackville.

A number of the stalwart men of that memorable meeting on February 12, 1907, have gone to their eternal reward. Among the best beloved and most highly respected for their work as men and for the uplift which they gave their communities, I mention the names of James Lowell, Mayor Teed, Warden Flett and Alderman John McGolderick. The City of Saint John owes much to the honesty, energy and unswerving loyalty of the late John McGolderick. He is kindly remembered and best appreciated by those who knew him well. John McGolderick did much for the City of Saint John. His funeral day brought a concourse of all people of the municipality together which was not often seen before and certainly not since.

Public Utilities.

The New Brunswick Telephone Co. was then, as now, a matter of much concern to those who believe the people should have some share in the exploits of public utilities, and who also believe a public utility should seek to serve the people and contribute to the schemes of the municipality, without whose grace no utility can exist. Brutal domination may, for a short while, prevail over rights, but it cannot make for prosperity and contentment. A public utility should primarily serve and aim to bring the community it so serves into harmony.

The second meeting of the Union was held in the City of Fredericton May 19 and 20, 1908.

At this meeting the York County Council urged that the Government of Canada impose prohibitive export duty on pulp wood cut in Canada in order that our forests may not continue to be depleted and the product of our great lumber heritage shipped to the United States to be manufactured there; that it was absolutely essential for the development of the country that the lumber cut in our forests should be manufactured in our own land.

York County Council of 1908 has seen its plans urged before the Union and adopted by the Union of New Brunswick Municipalities become the general policy of the Provinces of Canada,

York County also urged that the "Industrial and Commercial interests of the Province would be promoted if ownership and general management of the telephone service throughout the Province should be vested in the Executive Government."

But alas! the York County Council failed in their efforts to have the telephone service throughout the province vested in the Executive Government. Why?

It was at the 1908 Convention that Alderman Dr. A. W. MacRae, of the City of Saint John, made his great fight for public ownership of public utilities. In the closing words of his address he said: "I have a profound conviction that in every Municipality men can be secured by the electors who will carry to a successful issue the management of our public utilities when once secured by the public."

Since then, that is, since the time of Dr. A. W. MacRae's activities, there has been no outstanding character fighting for the people against the encroachments of public utility corporations. Spasmodic efforts have been put forth from time to time, with more or less success. The outstanding case of "less success" being what to an onlooker appears as the clean sweep of the New Brunswick Power Company of all opposition both in and out of the House of Assembly and in the approaches thereto to their promotions. The financial methods of the promoters of this corporation are in the kindergarten class compared with the Ryans of Chicago, whose methods they have unwittingly followed. The rawness of the methods of the recapitalization of the New Brunswick Power Company would make the Ryans of Chicago blush at the awkwardness and barefacedness of the amateurs in New Brunswick.

The battle for betterment of public health legislation was commenced at the Moncton convention in 1909. Local control of the boards of health was demanded and the following campaign was urged upon the government:

Methods for keeping the street clean, abolition of smoke nuisance, medical inspection of schools, inspection of workshops and factories, and the guarding of the milk supply.

Health Legislation.

The 1910 convention, like the 1909 convention, was again to the forefront for public health legislation. Mayor Chestnut of Fredericton, in his official opening address to the Union, said: "Again, in regard to the establishment of a laboratory for the purposes of making chemical and bacteriological analysis, it seems to me that the provincial government might arrange to have a professor of our university undertake work of this character, thereby enabling any community in the province to get exact information whenever needed at a nominal fee, at least so far as its water and milk supplies are concerned."

The convention adopted the proposition submitted by Mayor Chestnut, and appointed a committee to carry their determinations to the government.

The most notable feature of the convention in St. Stephen, in 1912, was the elaborate paper on public health by Dr. Murray MacLaren. He urged the appointment of a provincial public health officer possessing a diploma in public health, the establishment of a hygienic laboratory, a provincial bacteriologist

CONVENTION OF NEW BRUNSWICK MUNICIPALITIES (Continued)

and a hospital pathologist, the appointment throughout the Province of chief district health officers, the care of tuberculosis on a large scale, medical inspection of public schools.

The health programme advocated by Dr. Murray MacLaren was not new. Dr. M. B. Mullin and others had been insisting on medical inspection of the public schools for many years; the tuberculosis problem had also been taken up by the Union of New Brunswick Municipalities, but Dr. Murray MacLaren rearranged the whole subject of public health into one paper. He was endorsed by the Union and made an honorary member.

The problem of health is now under a departmental head, Hon. Dr. W. F. Roberts being the responsible minister, and to him must be given the credit of carrying into operation what had been the hopes and subjects of resolutions and government interviews for many years previously.

While the present health act has a few objectionable features—such as patronage and powers of taxation without representation, on the whole the act is well worthy the support of the Union of New Brunswick Municipalities. The asperities will no doubt be removed in time, and its promoter be venerated by our children as a man of vision and a benefactor.

At the Moncton convention of 1909, Albert E. Reilley, mayor of Moncton, took strong grounds against leasing the Intercolonial Railway. This was unanimously supported.

If 1909 looked bad for railway prospects of development in New Brunswick, what must we say about 1921 as we view the tragedy of the maritime provinces being erased from the economic map of Canada?

Municipal Accounting.

At the convention held in Campbellton, in February of 1910, a system of uniform municipal accounting was urged, as well as independent auditing of all municipal corporations' accounts, including sinking funds. Since then the government of New Brunswick has made provision for inspection of sinking funds, but has not put the act in practical operation.

Every city, town and county must see the benefit of an absolutely independent audit of its accounts made by men who have nothing to gain and nothing to lose by full and frank disclosures of the corporation's accounts.

The county of York has an independent audit by a chartered accountant, and the municipality of the City and County of St. John has just been audited by a chartered accountant. It is no reflection on the very best official that his work should be independently audited. It should always be a source of comfort that others should find his work correctly performed.

Cost of Extra Protection.

A matter was discussed in 1909 that may be of interest to at least one city in New Brunswick in the near future, and that was the extra protection given a city, town or county by the Dominion Government in the form of police or military protection in times of strikes.

The late J. W. McCready recited, with the approval of the U. N. B. M., the conclusions of the

Union of Canadian Municipalities on this point, as follows:—"That it was unjust and arbitrary to lay upon the municipalities the liability to maintain and pay the militia engaged in the suppression of disorder, and in lieu of such arbitrary methods, the liability should be fixed by a judge on the municipality, province or federal authorities, according to the nature and conditions of the circumstances."

Provincial Highways.

At the 1910 convention Hon. John Morrissey made the confession that "There was not a really good road from St. Croix to the Restigouche; in fact, they were not better than they were thirty years ago."

We are happy to say to-day that his successor, whom we have with us, will not be compelled to make such a confession. His confession will be far from that, thanks to the support the Union of New Brunswick Municipalities has given to forward the good roads movement.

It was at Campbellton, in 1910, that the U. N. B. M. declared the policy for public highways. Mayor Montgomery of Dalhousie had the union declare:

"That in the opinion of this Union of New Brunswick Municipalities the time is opportune for the Provincial Government to inaugurate a system of provincial roads between important centres in the province, and if necessary, to borrow money for the purpose of carrying into effect such a system."

The climax of the road question was thought to have been reached, when, in 1916, at Saint Stephen, a bonded expenditure of \$5,000,000 was urged upon the Government.

A Detective Bureau.

For several sessions commencing in 1909 the Government of New Brunswick was urged to establish a detective bureau, but for some reason the request of the municipalities has not been favored.

The facts are that serious crimes ranking among capital offences have been committed in this province and either the criminal has not been apprehended or the trial has not been satisfactory. New Brunswick cannot afford the stigma of unpunished crime to be written across the face of its record.

Since the Newcastle convention of 1911 the Union has consistently pressed for better legislation for protection of women and children. Some forward legislation has been enacted, resulting in much good work, and the establishment of children's shelters in Saint John and Moncton.

There should be, at least, juvenile courts in every city and incorporated town in New Brunswick, not for the punishment of the working man's boy, but for the protection of the working man's boy against the fierce and bitter punishment pressed against an erring boy or girl who needs not prison bars, but kindly and firm treatment. I say—it is not stripes, but caresses which the motherless boy should receive.

I know whereof I speak when I say that most of the juvenile delinquents are found among fatherless or motherless and friendless boys and girls, and the great wastage of human life is among children and mothers left destitute.

Mothers' Pensions.

Ontario, Manitoba, British Columbia, Alberta, and Saskatchewan have provided mother's pensions. Nova Scotia appointed a commission to examine into the possibility of offering mothers' pensions to that province, and the estimate reported is \$150,000 per

CONVENTION OF NEW BRUNSWICK MUNICIPALITIES (Continued)

annum on the assumption that the population of Nova Scotia is 522,000 and thirty-three widows per 1,000 of the population. In Nova Scotia it is proposed to assess the municipalities 50 per cent. of cost of operation. Figuring on the ratio of population to Nova Scotia, our province might expect to provide mothers' pensions at a cost of \$105,000 without allowing for expense of administration, but allowing for the Workmen's Compensation Adjustments to mothers.

The cost to the province generally and on the counties particularly would not be burdensome, when it is pointed out that the weight of the tax would be borne by the manufacturing centres in the cities and towns. It is a just rule of proportion that "Whatsoever a man soweth, that also shall he reap," and upon this rule it would be an investment to care for the child life providing means for mothers to maintain their young families in the home. The scheme of mothers' pensions is not one of charity but a business problem of government to conserve the child life.

The report of Mr. King Kelley was placed on the table for further discussion.

Presidential Address.

H. R. McLellan, president, addressed the Union as follows:

Officers and Members of The Union of
New Brunswick Municipalities:—
Gentlemen:—

At this the sixteenth annual convention of this Union, as president, it is my privilege to address you.

The last convention was held in St. Stephen in 1916, when I was honored with the presidency, which selection, I regret to state, was not productive of such results as you no doubt anticipated.

War and resultant conditions did not appear to warrant a continuance of meetings, and therefore it is, that the present time has been deemed opportune to convene again, as the guests of the Municipality of the City and County of Saint John.

Such conditions as I have referred to not only prevented meetings, but discussions of such legislation as might have been promoted by this union, and while it is regrettable that only a minimum of legislation has been enacted, through your efforts I respectfully submit that one piece of legislation, promoted and made effective, has been most satisfactory in its results.

The president's report went on to say that this piece of legislation was that through which any man, woman or child in New Brunswick could be afforded free hospital treatment. The report treated of the necessity for a union of municipalities and concluded with an eloquent appeal for a more aggressive and more vigorous development of the community spirit.

Premier Foster's Address.

"The best representation in the local legislature is the man who has had experience in municipal affairs, and the reason is that many matters which come within our sphere are matters with which he has been familiar in the discharge of his municipal duties. And, therefore, it is that your work and mine are very closely interwoven. I believe the meeting together of the various representatives from our different counties is a good thing and never

more so than just now because such problems as confront the governing bodies to-day have never been equalled.

Government's Heavy Responsibilities.

As for myself and the Government which I represent, we have never faced such a heavy weight of responsibility as we do at this moment. We thought during the war period our difficulties were great, but we have discovered that, apart from the sacrifice of life, our after-war period is going to be the real test in so far as the business aspect of our affairs is concerned. Everything in that respect was booming so long as the printing press was turning out paper money and the engraver was running at high speed manufacturing bonds to sell the public. The paper money had nothing behind it, the gold standard was abandoned, and the bonds were sold by the hundreds of millions to the public. Capital which should have been utilized for the development of industries and our resources was used for non-productive purposes. Nearly twenty millions of dollars from this province was put into Victory Bonds. During the war period most individuals found it impossible to avoid making paper profits, a portion of which was paid in cash to the Dominion Government. Actual cash was withdrawn from our business and industry.

We are living in a fool's paradise. The folly of thinking this apparent prosperity would continue was responsible for the utter collapse which occurred about a year ago. But we are now in a period of the worst depression in business that has been known for some time.

The Present Situation.

And what is the matter? Why is it the lumberman cannot sell his lumber nor the miner his coal, nor the wholesaler his wares? It is because the war brought disaster upon Russia, Austria, Italy, France and other nations, while some are straining under heavy loads of taxation and a tendency toward socialistic madness. Some of these countries which were formerly our best customers, owing to these conditions, have no goods to exchange with us for our products, and then there is the lack of confidence. We can give a reason why we cannot sell lumber or some other commodity, but one can observe throughout it all the pessimistic state of mind. People are buying from hand to mouth, holding off while the process of liquidation goes on, with the result that the consumer cannot or will not buy. The retailer has goods on hand which do not sell. From that to the wholesaler and to the manufacturer and the producer of the raw material. With the result that the machinery is all clogged and unemployment and depression exists.

New Brunswick Conditions.

Fortunately in this province the same unemployment difficulties that prevail in larger cities and manufacturing centres in Canada are not met with, but in certain localities it is feared that the unemployment situation may become acute and render it necessary for steps to be taken to meet the conditions. With this end in view and with the object of ascertaining if such conditions are likely to exist I have had drafted and sent to the warden and the secretary of each county a letter asking that a general survey be taken of the conditions prevailing, or

CONVENTION OF NEW BRUNSWICK MUNICIPALITIES (Continued)

likely to prevail during the coming winter, and asking for such other information as would in the event of aid or assistance being required, make it possible for it to be taken in a practical way in ample time. This is a matter which I think should be discussed by this body and with the suggestion of the best means that might be taken to meet any emergency that might arise, I would suggest the appointment of a committee from your body to confer with the Government.

I am not aware of the various subjects which you purpose to discuss, but I think the present an opportune time to mention one or two matters of mutual interest.

You all I am sure, must realize the situation which confronts us in regard to our financial affairs. We have in this province depended so much in the past on the revenue derived from our timber resources, that with the depression existing and which is likely to continue for a year or perhaps longer, makes for us a matter of deep concern. The public services of the country must be maintained, and while the need for economy is apparent and must be practised, it can be practised just so far as the public will allow it, and so far as it is practical to do it. Most of us here know the extent to which economy can be practised when we start to reduce estimates. We can usually, by cheese-paring, lop off a few thousand dollars here and there, but the economies possible without repudiating obligations and promises are almost nothing.

The obligations created in the past, mainly by reason of the insane railway policy of preceding governments, not confined to one alone, must be met. Our educational system must be maintained, even to the extent of the increased allowances for our teachers. The safety of the public must be secured by the repairs to thousands of wooden bridges which are so prevalent throughout the length and breadth of the province. Recent years have brought about by reason of the revolutionized system of travel by motor cars, a demand for a higher standard of road construction. This must be met, to at least a reasonable extent, and I now have no hesitation whatever in saying that the time is fast approaching when we must adopt measures more in keeping with those adopted by other provinces.

Aid From Municipalities.

That is to say, a larger measure of aid must be forthcoming from the municipalities toward the upkeep of the smaller bridges and by-roads, which stretch out from the main trunk roads into the rural communities, and contributions from the cities and towns toward the upkeep of trunk roads leading to the centres of population. And then, as I said before, the debt created for the construction of branch railways, which preceding governments apparently forgot to provide any ways or means of meeting, must be faced.

Equalization of Assessment.

Another matter I might mention and one which is of interest to all, is the matter of a more equitable or equalization of assessment values than that which

now prevails in the different counties. The system under which we are now working produces results which are far from satisfactory. A system which allows a property with a ten thousand dollar value to be assessed in one county for three thousand dollars while in another it may be assessed for seven or eight thousand dollars is altogether wrong (applause.) Taxation should be fairly distributed among all citizens of the province (applause.) The Government has for some time had under consideration the passing of legislation which would create an Equalization Board. The details of carrying out such a proposal have not been worked out, but the principle is one which we have agreed upon and which we think is proper. Any suggestion which your body have to make in regard thereto will be very gladly received.

But if Municipalities are to share the burden in a greater degree of the upkeep of public services there must be a more equitable form of valuation and assessment and this is one subject which the Government would like to see discussed by this important body and gain such information as it can upon some method of equalizing the valuation for assessment purposes, so that it will not be possible for a Board of Assessors in one parish to set a low standard of valuation and a Board in the next parish an altogether different standard. There should be a common standard, in my opinion, adapted to different zones near to or removed from transportation facilities and an Assessment Appeal Board to decide all disputes.

You may say there are County Valuers who are supposed to make an independent valuation every few years, but I am informed that in many cases these county valuation boards follow the assessments of the parish board of assessors, and I am sure you will be astonished to learn that, investigating this matter a year or two ago, I found that one of the richest counties in New Brunswick had not a county valuation for more than twenty years. No plan or direct taxation for provincial purposes could work out fairly until you have a common standard of valuation and assessors instructed to follow the same in making up their schedule.

If we had proper valuation of property throughout the province of New Brunswick I believe we would have far less difficulty in keeping up such important public services as our schools and highways. If property owners would only realize that a low assessment of their real estate is very apt to decrease its value if they wished to dispose of it, I think they would accept more readily increased valuation, provided always the increase was fairly made with respect to everybody.

While my remarks are not such as I presume will bring any degree of joy to your body, yet the situation is not without its bright spots. I feel we ought to be congratulated and we can look with pride upon the record of our municipalities in regard to meeting their obligations when due. A short time ago I read a list of the municipalities in Canada that are in default in payment of their obligations and in looking over that list I discovered that nearly every province in Canada was included with the exception of the Maritime Provinces. That is something of which we should be proud. It shows that our municipal councils have been careful in the creation of non-productive works.

CONVENTION OF NEW BRUNSWICK MUNICIPALITIES (Continued)

In the discussion of various subjects which come before you, let me express the hope that such will be discussed from the broad standpoint eliminating that aspect of local conditions. Bearing in mind that any legislation placed upon the statute books must be placed there with the view of its effect upon the whole province and not with the single eye to any particular interest or community.

Has Confidence in New Brunswick.

While there is nothing alarming or gloomy in the ultimate outlook, we are nevertheless in a period of readjustment when sound finance and careful administration is necessary. We have confidence in New Brunswick, in its people, and in its resources. Lumber is not going out of style. The demand and the requirements for houses and buildings is world-wide. Fuel in abundance will still be required. The development of a somewhat ambitious hydro-electric power policy (many years overdue), will place us in a position to offer inducements comparing favorably with other provinces which have shown expansion and development in this way in the past. Situated as we are in a healthy moderate climate both summer and winter, near a sea-port open all the year round, with steamship lines running to all the mar-

kets of the world, I believe our situation offers inducements equal to any other port of the continent. With these things before us we can reasonably hope that slowly but surely conditions will improve and that we can look forward with confidence to a marked improvement.

The Delegates.

The following delegates registered: W. M. Campbell, West St. John; J. King Kelley, St. John; Gesner A. Taylor, Dorchester; J. W. Carter, Salisbury; Thomas Murray, Sackville; Edgar P. Smith, Sackville; J. Y. Mersereau, Chatham; C. E. Fish, Newcastle; W. J. Cassidy, Chatham; Dr. Simard, Edmundston; Thomas Emecrette, Edmundston; J. E. Michaud, Edmundston; T. H. Bullock, St. John; F. P. Hunter, St. Stephen; John T. O'Brien, Lancaster; T. A. Goggin, Albert; C. L. Peck, Hopewell Cape; H. R. McLellan, St. John; J. C. Dalzell, East St. John; E. A. Schofield, St. John; Thomas Gilliland, Hammond River; G. O. D. Otty, Hampton; J. E. T. Lindon, Newcastle; C. C. Campbell, Sackville; R. F. Armstrong, Woodstock; D. A. Adamson, Gagetown; J. W. Vroom, St. Stephen; J. A. Fowlie, Chatham; Elwood Allen, Marysville; Tabor C. Everett, R. R. No. 6, Fredericton; Robert A. Graham, Prince William; F. A. Taylor, Hoyte Station; James O'Donnell, Dipper Harbor.

Public Health

Hon. Dr. W. F. Roberts, Minister of Health for New Brunswick, was the principal speaker at one of the sessions of the Union of New Brunswick Municipalities; part of his address being as follows:

"If there was one service greater and more important than another in the interests of the people it was the health service. In 1910 Dr. Murray MacLaren had outlined a programme of health when the union was meeting in St. Stephen. In 1917 and 1918 a selection of methods for promoting good health had been made. Great interest had been manifested in our legislation by outside provinces. Vital statistics were completed in a systematic manner. We had as good a selection of legislation covering vital statistics as any province in Canada. It was a huge system of book-keeping and was paramount to taking stock in a commercial enterprise. We must know the history of the people. An outbreak of disease was promptly attended to by competent officials. There had been many epidemics of smallpox in this province. Legislation must be launched carefully and well nurtured and fostered. He was dissatisfied with the lack of progress on one hand and pleased with the progress on the other.

"There were officials in every county to look after vital statistics. In small places the collectors knew about what went on and could report on it, but the majesty of the law was back of them if it was needed. To-day the Government was receiving ninety-five per cent. of the statistics.

"Not the least important item on the health programme was medical school inspection. The matter was introduced in August, 1919. He would always be grateful for the co-operation of the medical men of New Brunswick, without whom the Government would have been helpless. One doctor had charge of

twenty-eight schools for which he received \$150, a mere pittance. The signature of the doctor to a child's health card meant much. During the last year it had been decided to make this service more efficient. The boards of various counties would be asked to pool their resources and engage a young man who had just graduated in medical school inspection work. He would be an all-time man and would go to every school and examine carefully every scholar. In this province we built the child to the desk instead of the desk to the child. Too low desks were a great source of spinal trouble. In special cases this man will look after special cases of poor people who send to the office of the provincial board of health.

"It was impossible to get a doctor after regular hours in this city. The older men wanted the young men to do the night work. There should be a city physician to care for those who could not care for themselves.

"At present there was legislation for the prevention of forest fires and the law must be recognized. For every tree the woodsman cuts, the fires take 100. We legislate to protect animals. Let us look after the forests. We think the greatest source of revenue is the logs. The greatest asset is the child. We predicted selection and medical examination of couples before marriage, and then care for the young mother. In time the child would grow into a worthy citizen who would help protect the forests as well as to observe the other laws of the land."

Gesner A. Taylor, of Dorchester, secretary of Westmorland county, said Hon. Dr. Roberts, was slightly in error regarding the collection of vital statistics by county secretaries. This had been done by officials appointed for the purpose. The statistics had been very incomplete. More attention had been

CONVENTION OF NEW BRUNSWICK MUNICIPALITIES (Continued)

paid to the breeding and rearing of horses, cattle and sheep than to the bringing up the best type of child.

G. O. D. Otty said he did not think the opinions expressed by the minister regarding eugenics were practical. He thought that the Dominion Government should bear the expense of the collection of vital statistics.

J. Y. Mersereau said he intended to offer friendly criticism, destructive and constructive, of the administration of the health act. He was in favor of the objects aimed at but not of the means to attain them. Everything that was good for St. John was not good for the whole province. He thought the health act worked better in densely settled communities than in sparsely settled ones.

The isolation hospital in Chatham had become public property since the act and people from other counties allowed to come in. He claimed that his parish was being penalized and asked that it be made a sub-district.

E. P. Smith, Sackville, said that he understood from what the minister said that the medical men were underpaid. This was false economy in his opinion.

J. N. Vroom, of St. Stephen, said that in the New England States town clerks were registrars of vital statistics. Many questions came to town clerks and he asked that copies of vital statistics be filed with the town clerks.

Unemployment.

Mayor Schofield, of St. John, said that the problem of unemployment was province wide and must be tackled from that viewpoint. Regarding St. John, the Mayor said, there would be considerable hardship this winter. The winter port might alleviate distress but it was problematical whether this winter would see any improvement over last winter. Last spring, he had placed in his hands an amount from the Soldier Comfort Association to expend in assisting disabled soldiers. A memorial workshop was established, which employed ten men up till about two weeks ago making standardized tables and bureaus. The building was in good shape and it had been suggested by the D. S. C. R. that this plan be enlarged on. Instead of employing ten men, it might be possible to create work for a hundred men, and if this plan were adopted, the D. S. C. R. would lend every aid. Of course, soldiers from outside the city would share in this.

In talking with men who came to City Hall looking for work, the Mayor said, that the problem took root in the school system. He had found that the young fellow had drifted out of school at an age when some attraction should be provided to hold him. It was said that out of a class of 1000 which started the first grade, only 238 remained in attendance at school after grade seven.

The mayor suggested that some provision should be made, such as the establishment of a trade school, to keep the boys at school and not let them drift. He also suggested that a survey be made of the abandoned farms and that men, who had left the country, be induced to take up farming again on these deserted farms. A fund could be created to loan these men money at five per cent, interest.

The president then called on Messrs. Killen, McMullen and McKinnon, who were present in the interests of the Trades and Labor Council. Mr. Killen urged the adoption of a resolution that would strengthen the premier's hands in regard to expenditure of money to alleviate the present conditions and not to wait until snow fell. Mr. McKinnon told of labor conditions in the city and said that of the seven mills in and around the city, only one was in operation. The work at Musquash was a good outlet but it was not sufficient to care for all those who had been turned out of work. Only one shipment of lumber had been made this summer from the port. Mr. McMullen agreed the situation was bad. But the human race was of more importance than dollars and, therefore, he favored an expenditure of money to assist the needy, even if the province did go deep into debt.

G. O. D. Otty said there was little unemployment in Kings county and there was no reason to expect any.

W. J. Cassidy, of Chatham, said that he represented a large laboring parish and the great depression in the lumber trade had resulted in great hardship. Even the capitalist was feeling the pinch. He suggested that as the recent forest fires had burned over large areas in his district and, as this burned-over lumber was in time becoming useless unless brought out this coming winter, that the provincial government might take steps to provide employment along this line. A great saving could be effected in this way besides finding employment for the needy.

Robert Graham, of York county, said there was \$35,000,000 tied up in the lumber industry. He suggested that instead of sending pulpwood in the raw state to the United States for refining that the provincial government undertake its manufacture here.

E. Smith, of Sackville, told of the situation in his district and said that he thought the Dominion Government had promised a pose office building, but nothing had been attempted. He had been informed that this was no isolated case, as there were no fewer than seventy towns in the Dominion which had been promised the same. He thought that the Federal Government should commence operations along public works lines and suggested that, as Canada had raised money during the war through Victory Loans, a further loan be undertaken to carry the whole Dominion over the winter.

T. McPhail, of Victoria county, said that the farmers he represented were in a bad position owing to conditions of the potato market. As a result, lumbering had been taken up but here again little relief had been afforded. Bugs, as well as fire, were destroying the trees and he urged that steps be taken to eradicate these pests. He suggested that road improvement work be undertaken. He told of local conditions and said he agreed with Mayor Schofield in regard to placing experienced men back on the farms. He did not agree with the speaker who favored manufacture of pulp.

Councillor O'Brien, of St. John, requested that the Government examine into the proposition of expending in the neighborhood of \$50,000 on extended highway work, by using the splendid natural rock pro-

CONVENTION OF NEW BRUNSWICK MUNICIPALITIES (Continued)

ducts of the parish. He intimated that a delegation would appear before the Government and he requested a careful hearing.

Mayor J. D. McKenna, of Sussex, spoke briefly and said that Sussex was well able to take care of itself.

Mayor Fish, of Newcastle, said that in Northumberland the basic industry was lumbering, with fishing as a side line. Though the situation was bad, the men and women were bearing it in a patient and brave manner. He thought that the municipalities could ill afford to expend any more money, owing to heavy bonded indebtedness, which meant high tax rates. The provincial government was in the same way. Now the Federal Government had offered to provide one-third of any assistance rendered to unemployed. This partook of charity and, Mayor Fish said, the people did not want charity. They wanted work. Therefore, he suggested that the Federal Government could best deal with the situation and the best manner was through increased public works construction.

Mr. Armstrong, town manager of Woodstock, said that in his town they had decided on a two-mile street paving programme. Mr. Armstrong inquired regarding cement. Ten years ago, it cost \$1.60 a bag. To-day, it was priced at \$4.12 per bag and consequently, building costs are high. He said that cement could easily be manufactured in the province and suggested that inquiries be made into this proposition.

Mayor McKenna said that in this connection, the Canada Cement Company had taken options in Havelock for the manufacture of cement and he understood that they were willing to expend \$6,000,000 to \$10,000,000.

The Premier threw out the suggestion that the local municipal councils appoint unemployment committees. A provincial committee could be formed, consisting of members of the legislature, representatives from the Trades and Labor Council, the G. W. V. A., the Union of New Brunswick Municipalities and others.

Mayor Johnston, of St. Stephen, and Mayor Mersereau also spoke. The president said that one thing to be considered along with all these suggestions was "how to provide a market for this production." A serious condition is being faced and it was his opinion that a still more serious situation would crop up this winter. It was the future of the manhood of the province that was at stake.

Commissioner Jones then moved that the Premier be asked to bring in a resolution embodying certain suggestions. This was carried.

The following resolution concerning unemployment was carried:

Whereas, conditions of unemployment are likely to exist in this province during the coming winter; and

Whereas, This Union of Municipalities has had representations made to it that these conditions are likely to be more prevalent in certain counties; and

Whereas, After discussion it is deemed advisable to take preliminary steps to relieve any unemployment situation that may develop; therefore, be it

Resolved, That the mayor and council in any city or incorporated town, and the warden of any municipality, where unemployment is likely to become acute be requested to appoint such local unemployment committee to make a survey of conditions and take such action as may be deemed necessary,

Further resolved, That the Premier of the province be requested to appoint a provincial committee representative of all classes, to be called together when deemed necessary and to aid the local authorities as far as possible in carrying out measures of relief. Any expense attached to the functioning of such provincial committee to be borne by the government of the province.

Further resolved, That a copy of this resolution be forwarded to the wardens of each municipality.

Banquet

The delegates to the convention adjourned to the Victoria Hotel immediately after the meeting in the Pythian Castle, where they sat down to dinner in their honor tendered by the Warden and members of the municipality of the city and county of St. John. Warden Thomas H. Bullock was chairman and toastmaster and sitting with him at the head table on his right was Mayor Schofield and on his left Hance J. Logan, K.C., H. R. McLellan and Hon. Peter J. Veniot.

Officers Elected.

The officers were elected as follows: President, C. C. Campbell, Sackville; vice-president, Warden McPhail, of Perth; secretary, J. King Kelley; executive, J. W. Carter, of Westmorland county; J. A. Reid, mayor of Fredericton; C. E. Fish, mayor of Newcastle; David Johnson, mayor of St. Stephen; Major N. C. McKay, mayor of Campbellton; Thomas Gilliland, warden of Kings county; J. Thornton, commissioner of St. John; Tabor C. Everett, warden of York county; Edgar P. Smith, alderman of Sackville; John T. O'Brien, councillor of Lancaster; Hon. J. E. Michaud, Edmundston.

FOREST FIRES

The forest fires in Ontario, Quebec, New Brunswick and Nova Scotia this year have been in the great majority of cases humanly set. Few were caused by malevolence, but the effect on the public purse is not made easier to bear because of that. Of the thousands of dollars of public money expended by these provinces for fire fighting, of the millions of dollars in timber and other property, not to speak of the sacrifice of several lives, the greater part would have been wholly unnecessary if fishermen, campers, and settlers chose to observe common sense precautions with fire in wooded districts.

The Canadian Forestry Association points out that of the series of huge conflagrations in the forests of Eastern Canada this year, practically all commenced without legitimate excuse, in direct defiance to the fire laws and the interests of the public. Lightning has caused a number of this year's forest fires but ninety per cent. of the loss is attributable to such classes as settlers, fishermen and campers. The camp fire which the user fails to extinguish is a formidable enemy and the cigarette and match thrown down on the inflammable "floor" of the forest take an enormous annual toll.

Maintenance of City Pavements

By PHILIP P. SHARPLES.*

Manager, General Tarvia Department, The Barrett Co., New York City.

City paving is not confined to the heavy duty types of paving. An examination of the records of any of our cities, large or small, will disclose the fact that a large mileage of cheaper types of paving exists in every city. The City of New York has many miles of macadam streets and their upkeep and maintenance constitutes a problem.

A not uncommon practice for the smaller cities has been to put in expensive pavements in the store sections and perhaps in the best residential sections and then neglect the rest of the city. At the best, poor macadam or gravel streets have been constructed in the outskirts and then neglected on the plea that they were some day to be replaced with a high priced pavement.

The modern theory of roads points to quite a different treatment of the problem. As developed in the best State Highway departments and in the most progressive cities and towns, the task of repairing and maintaining surfacings devolves upon a special treatment. The function of this department is to keep every type of pavement in good repair, not only safe but pleasant to ride over.

The despised dirt road in the outskirts can often be changed from a mudhole scattered with bumps to something passable by the use of a road machine followed by occasional dragging. It is not expensive and the taxpayers cheerfully pay the taxes.

The gravel streets can be improved in the same way and new ones may even be built that give satisfaction, if some of the most elementary rules of gravel road construction are followed. Too often the city engineer regards this problem as beneath his notice or even deliberately neglects it through the mistaken idea that the quicker such streets become impassable, the sooner his department will have the opportunity of putting in a high class pavement.

The maintenance of gravel roads consists in shaping them in the spring with the road machine and then dragging them until hard. Some types of gravel road can be treated with bituminous materials and the surfaces produced compare favorably with more costly bituminous surfaces. Many of the towns of New England, Marshfield and Medfield, Mass.; Sanford, Me.; Charlestown, N.H., and dozens of others have solved their residential street problems by cold refined tar treatments over gravel.

To get a good waterproof surface that will stand delivery wagon and automobile traffic for a fraction of a dollar a square yard is real economy for these places. The bituminous surface is kept intact by skin patching with the same grade of cold refined tar used in the original treatment or by the use of cold patch material mixed before it is used.

The repair and maintenance methods on macadam vary with its condition. A macadam well built in good condition requires only surface treatments of bituminous materials. These may be surface treatments applied hot that produce mats or may be

of the cold tar type that actually enter into the road crust and by hardening bind it together and help it support traffic.

The hot surface treatments have been used in park work and have shown great economy but for suburban street treatment the tars applied cold have seemed most suitable. New York has many miles treated in this way and maintained successfully over a long period of years at a very low cost per yard.

The preparation of macadam for surface treatments is an art in itself and the determination of the most economical procedure is a matter of engineering judgment. The choice lies between patching coupled with a simple surface treatment and the more drastic methods of reshaping with subsequent surface treatments of cold refined tar or even the addition of new stone and the building of a penetration top. None of these operations are beyond the skill of a well organized repair department and the cost of even the most expensive work should not exceed a dollar a square yard. Few engineers realize how quickly and cheaply a macadam road may be reshaped and put into serviceable condition by the use of a maintenance roller equipped with a steam scarrifier, followed by bituminous treatment.

The maintenance of bituminous macadam that fills a gap between the high and low price pavements is along the lines laid down for macadam. Patching and surface treatments give astonishing life to penetration work even under rather severe traffic conditions.

The resurfacing and reconstruction of the higher types of paving has already been covered by others. Temporarily they may be cared for with cold patch materials just like the cheaper pavements. Many of the large cities use cold patch even on the most travelled thoroughfares for winter patching or for temporary work until the more permanent repair work can be made. These temporary repairs are regarded as well worth the cost in the comfort they give the public and in the protection they give to the rest of the pavement, before more permanent repairs can be made. Surface treatments are used to seal the tops of porous wood block and in favorable situations to smooth the surface of brick pavements.

The road department in a certain eastern city runs a regular repair crew equipped with a specially designed wagon to take several sizes of cold patch stone and a tank to hold the cold patch bitumen and so arranged that heat can be applied. The crew consists of a good foreman and two men. Except in cases of emergency, the crew takes care of all patching work in the residential districts.

The streets, except the traffic streets, are almost entirely macadam and bituminous macadam.

Let me, in conclusion, put in a plea for systematic maintenance of all types of paving. Every town and city should have its repair crews in charge of good men who will take pride in the work they do.

* Paper read before the City Paving Conference at Philadelphia, October 20-21.

A Brief Review of Commission Government

(Frederick Wright, Editor Canadian Municipal Journal)

The increasing responsibility of municipal government, with its attendant complications, is to-day exercising the minds of the best economists. The old idea of civic administration being limited to the levying, collecting and spending of taxes on roads and sewers has given way to a larger conception of municipal government in so far as it influences the social as well as the economic development of the community. And in conjunction with this larger responsibility is the question of whether or not our present systems of local administration are equal to the extra burdens thrust upon them. The problem is a serious one that should be considered in the light of experience, rather than in mere theoretical knowledge, if a wise solution is to be worked out.

I have been invited to give a review of commission government with the object—I take it—of showing whether or not this form of government is the best system to administer a Canadian city or town. This is no easy task for the reason that out of approximately 500 American and Canadian cities that are administered under the broad term of "commission government" no two systems are exactly alike, and to complicate matters still more the differences are not so much in modifications of the original form to meet local conditions but rather are fundamental in so far as they indicate the rapid changes of mind of those who evidently control public opinion and action regarding municipal administration, and particularly in the United States.

The first part of one's task then is to try and define just what commission government is, and how it was brought about. In the year 1900 the small City of Galveston, in Texas, was almost destroyed by a huge tidal wave. This terrible devastation brought about a state of affairs in the city that the local authorities could not control, and the governor of the state dismissed them and appointed a commission of five citizens to take their place temporarily. The citizens were so satisfied with the new administration—which undoubtedly had done splendid work under abnormal conditions—that they unanimously voted to make this system of local administration permanent. The example of Galveston was followed by Houston in the same state and Des Moines in the State of Iowa, the latter city adding the initiative, referendum and recall to its charter. Taking these three cities as the pioneers in commission government I will use their charters, especially that of Des Moines, because it is the one more closely followed, to help me to define the term "commission government."

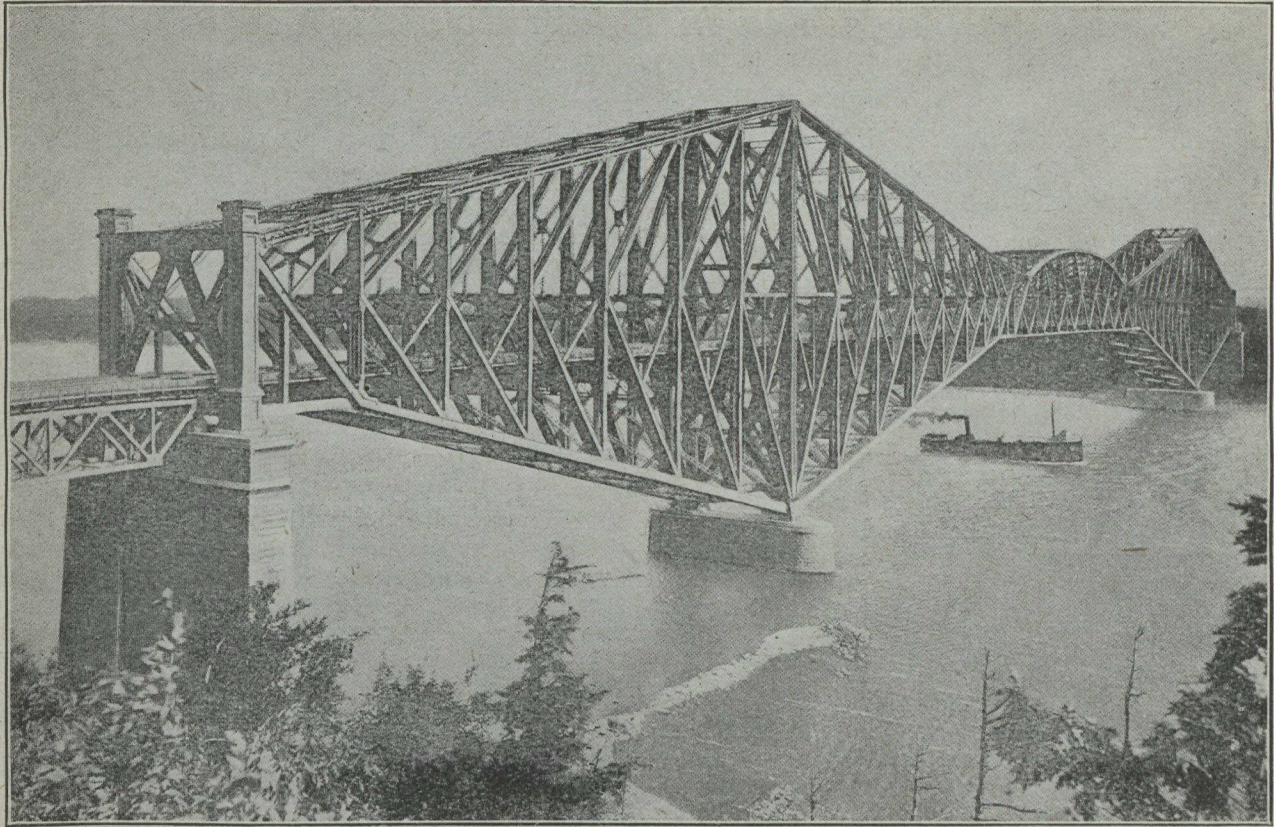
Broadly speaking, then I would say that under the commission system a city or town is governed by a council of usually five members, including the Mayor, elected at large, each member having a direct and active control of one or more departments. For legislative purposes the members sit as one body but for administrative purposes each member or commissioner has absolute control over that department he was selected for at the first meeting of the commission.

[From a paper delivered before the August Convention of the Union of New Brunswick Municipalities.]

On the face of it it would seem that such a form of government for a community was ideal. It is simple—it is direct—it is responsible. And those who have studied municipal government in the United States will readily agree that the complicated administrative systems of most American cities wanted some pruning. For instance, the City of Chicago, which is administered under the plan of separate governments for different functions, has twenty-two governments, and each citizen has the doubtful privilege of voting for 250 officials. As a matter of fact, there is no other country in the civilized world where the municipal machinery is so complicated or where less interest is taken in civic affairs by the ordinary citizen as in the United States. It is the lack of public interest that brought about the complications, and made possible the ward boss.

But the question is, has the commission system, where it has been tried out in the United States, remedied an otherwise complicated municipal government, and in Canada has it proved to be an improvement on our system of mayor and aldermanic committees?

To take the United States first, I am of the opinion that the commission system of municipal government is a decided improvement on the old system, not so much in the form itself or even in its actual working out, but because in its adoption a public spirit was engendered sufficient to elect a better class of men to office than had been the case before. In other words, public spirited citizens had become so disgusted with the maladministration of the councils under the old system that they aroused their fellow citizens to adopt a new form of government that would eliminate the ward heelers, the curse of municipal government in the United States. There was evidently no other way of getting rid of them, and according to our information many old abuses have been done away with. But though the commission form of municipal government has its good points, it has its defects. To illustrate—it is supposed to be a government of experts, or at least of men who have some special knowledge in civic matters. So far as I know very few municipal commissioners in the United States can claim to have special knowledge in municipal engineering, financing or general administration, and yet these men have active control over the municipal departments. It is true, they can learn—and most of them, being intelligent men, do learn—but it is somewhat of an expensive training to the community for an ordinary business man to experiment in the intricacies, say of municipal financing for the purpose of learning how to manage the finance department. To obviate this as far as possible, some communities elect the commissioners directly to the departments they are to supervise. To give another illustration of the weakness of the system, I will quote the system of election which is usually for four years. This means that at the end of the period a commissioner must present himself again to the electorate for re-election. If he has made himself popular during office he gets back again, but if, while in office, he had to enact drastic measures in the interest of the community but which were unpopular,



REVIEW OF COMMISSION GOVERNMENT

(Continued)

he loses his seat. Very few commissioners will take such chances.

It is because of these and other defects in the commission system that the National Municipal League introduced the commission-manager form of government under which five or seven commissioners are elected at large. These gentlemen in turn appoint a general manager whose duty it is to administer the community, the commissioners being limited to legislative duties. What I have to say regarding the city manager system is covered in an editorial that appeared in the April issue of the Canadian Municipal Journal.

But what about the working of the commission system in Canada? There are approximately 3,800 rural and urban municipalities in the Dominion, out of which about twenty urban municipalities are administered either under the commission or the commission-manager system. All these cities under the commission system are on the whole well governed, but the question is, are they better governed than the vast majority of Canadian cities and towns that are today administered under the mayor and aldermanic committee system? Our experience tells us that they are not better administered, and our knowledge of the Anglo-Saxon race with its genius for personal responsibility in governmental institutions tells us that municipal government in Canada is not going to be bettered by the introduction of the methods of ordinary business organizations. While I fully recognize that it would be a good thing to introduce more business methods into our municipal administration, it is not a good policy to reduce municipal government (no more than provincial or federal government) down to the dead

level of the business house. Municipal government is something more than mere business—at least in Canada. The success of the government of a city, a town or rural municipality, rests entirely on the public spirit of the citizens, and no form of government only in so far as it expresses the will of the people can be permanently successful.

Lord Bryce, in his "American Commonwealth", published some years ago, stated very emphatically that municipal government in the United States was a failure. Had this distinguished statesman and writer written a "Canadian Commonwealth" he would not have made such a statement regarding municipal government in this Dominion, for the reason that the municipalities of Canada on the whole are as well administered as those of any other country in the world, not even excepting those of Great Britain, whose system of municipal government was adopted in Canada at the time, and in some parts before confederation.

What is wanted in municipal Canada to make it more perfect is not change in the system of government, but more recognition of municipal officers as factors in the development of the community. These men—the municipal clerk, the treasurer, the engineer, the chief of police—are by their very experience authorities in their respective vocations, and should be treated accordingly. They are better fitted to carry out the actual administration of the community than any elected commission, whose members have had little or no experience in departmental duties. The charge that there is no co-ordination between departmental heads may apply equally to the members of a commission, but in practice in most of the cities and towns in Canada there is a real spirit of comradeship between the municipal officers, who only want more responsibility given them to prove their efficiency.

Single Tax in British Columbia

JACK LOUDET,

President Union of B.C. Municipalities.

The article on Single Tax in British Columbia appearing in your June issue, contains many statements which intentionally, or otherwise, are incorrect.

It is a curious fact that most opponents of the so-called single tax find it necessary to bolster up their arguments with inaccuracies and illogical deductions. Your correspondent seems highly pleased to find that the Vancouver Daily World, formerly a champion of the single tax, has changed its opinion. If the Vancouver Daily World were an individual, the point would be well made, but since the day that the World was controlled by Mr. L. D. Taylor, who strongly supported the single tax, there has been a complete change of management and ownership, and therefore the altered policy means nothing.

Your correspondent states that by 1918 the increase of taxes on the land meant so much more unimproved land being thrown back on the city's hands. He quite overlooks the fact that as much land reverted to the municipality where improvements were taxed as in the municipalities where improvements were not taxed, and that the long period of depression during the war was the cause, the boom in land values of many years before, being a main contributing factor.

Since 1918, at which time South Vancouver commenced to tax improvements, this municipality has had a large amount of unimproved property come back on its hands and people desiring to buy such properties for building purposes, have, in many cases, preferred to purchase in localities where improvements are not taxed. To give one from many possible illustrations, I had a case last month where a resident of South Vancouver owning a 40-ft. lot on a rough graded street in South Vancouver informed me that the taxes on that lot and his home amounted to \$69.00.

He purchased 40 feet cleared on a local improved car line street in the district of North Vancouver and his taxes amount to \$27.60. He can reach the centre of Vancouver from his new location in less time than from his South Vancouver home.

South Vancouver, unfortunately, has not yet regained its credit, and it is still necessary for the Provincial Government to stand behind South Vancouver in its financial affairs.

The suburb of Vancouver which is making the biggest strides today in building development is Point Grey, with Burnaby and North Vancouver following some distance behind—all single tax municipalities. For your correspondent to say that the tax rate has increased twice as quickly in the municipalities which have maintained the single tax, is to convey a wrong impression. It is bound to be true that if a portion of municipal taxes is raised from a source other than land, the rates should be proportionately lower in that municipality than in a municipality where the land alone is taxed. But what about the people who live in the municipality?

In the municipalities where improvements are taxed, their rate has gone up to a degree which alarms them and the only effect is to ease the burden on the owner of the unproductive land. Surely

the people residing in the municipality, the people who have made it a municipality, are paying heavily for being foolish enough to build.

In all municipalities, through divers causes, much land has reverted to the municipalities. Leaving alone the point of view of the individual who has lost his property and the fact that this reversion causes temporary embarrassment to the municipality, is this altogether an undesirable state of affairs?

The municipality owning land is not tempted to prevent development by holding for a speculative price and is in a position to encourage settlement without loss to its ratepayers.

Your correspondent concludes by remarking that "there is developing in the single tax districts a strong feeling against continuing to exempt improvements." If your readers are prepared to swallow this, that is their privilege, but can you imagine the population of such a municipality demanding that the vacant property around them pay less taxes and that they should assume the burden. Unless they are all descendants of the late Don Quixote there must be something wrong with their make-up.

There is not the same demand today for vacant land in the municipalities where improvements are taxed as in the single tax districts, but no matter which system of taxation is in force, a man will reside in the locality which suits his business, his ideas of a place to live, and his pocket. Where the first two can be satisfied in more than one municipality, the single tax municipality will get the preference.

This is not a defence of the system of raising municipal revenue from land alone. Such a system is not equitable and this is demonstrated more and more as the years go by. Means must be found to pay for education, hospital management and other services by a fairer distribution than is provided by taxing the land alone, but taxing improvements, while to some extent producing the money, is a makeshift and an admission of incompetence.

To give one other illustration, I will take the case of Jones and Brown. These gentlemen purchase dilapidated houses—we will say for the sake of example, in South Vancouver. Each has in the bank \$500.00, which he decides to invest. Jones purchases Victory Loan Bonds at a discount and finds that the Government is paying him nearly 6 per cent. per annum and exempts that income from income tax.

Brown repairs and redecorates his house inside and out, fences the ground and cultivates it. The municipal authorities charge him an additional \$10.00 a year on his tax bill. Which is the better citizen, and which is the greater asset to South Vancouver?

If we could get rid of all theorists on the single tax system, and all advocates of the improvement tax, or at least get them to forget their theories, and tackle this taxation problem without prejudice, we would be a long way towards solving the vexed

GOOD ROADS.

In accordance with the Good Roads Policy of the Province of Quebec, the rebuilding of the road from Sherbrooke to Levis, by way of Cookshire, East Angus, Weedon, Thetford Mines, Valley Junction, etc., has been practically completed. This road passes through a delightful and interesting country, and it is expected that very heavy tourist traffic will pass over it during the coming years.

The old wooden bridge over the St. Francis River at East Angus has become almost obsolete and it has been decided to replace this structure by another which will be, when completed, one of the most up-to-date bridges in the Province.

The new bridge consists of two double deck main spans of a total length of 351 ft., 6 in.; a Western approach to the upper deck of 108 ft. 6 in. and an Eastern approach to the upper deck of 354 ft. 5 in., making the total length of the bridge 814 ft. 5 in. The lower floor is 18 ft. clear between wheel guards; the upper floor 20 ft. with two 5 ft. sidewalks and heavy ornamental latticed railings and light standards are being provided. This bridge passing, as it does, the plant of the Brompton Pulp & Paper Co., Limited, will carry general traffic over the railway tracks of this company, thereby reducing the liability for accidents to a minimum, while the lower floor will be used for the general traffic of the Brompton Pulp & Paper Co., Limited. All floors and sidewalks will be of reinforced concrete and the structure will rest on the usual heavy concrete abutments and piers.

MacKinnon Steel Co., Limited, of Sherbrooke, are the general contractors for both the substructure and superstructure, but have sublet the substructure work to the Newton Dakin Construction Company, of Sherbrooke.

Work has already been commenced and it is expected that a considerable portion of the steel will be placed in position during the present winter.

The contract price is in the vicinity of \$190,000.00.

SINGLE TAX (Continued)

problem of raising sufficient revenue for our municipal development.

In concluding, I would quote from a letter referred to in the World's article, as follows:—

"To sum up Vancouver's troubles: They were due to a boom that no system of taxation could have prevented entirely; the collapse of the boom was natural and exaggerated by the War; the assessors did not make the assessment fit the facts; the tax rate was not high enough in the first place and not raised sufficiently to meet the demand; a high tax rate in the beginning would have reduced the evil consequences of the boom because the land values would not have been so inflated."

This letter was written by a well-known New York expert who takes issue with the World for its attack on the single tax. It is a very fair summing up, but it omits something which should be in, in black type: **Vancouver, in common with other municipalities, failed to enforce the collection of the taxes it levied, at a time when the money was available for payment.**

MARITIME UNION

Maritime Union was the project advanced before the New Brunswick Municipalities by Mr. Logan for the solution of the problems of the Maritime Provinces. It was wasteful to have three Governments for 1,000,000 people and there should be one parliament able to speak for the whole electorate of the three provinces.

Mr. McLellan dealt, as did Mr. Logan also, with the Intercolonial Railway and its significance as part of the Confederation pact through which the consent of the lower provinces to union had been won. Maritime union, Mr. Logan said, was no new thing. The Maritime Provinces had originally been one, were later divided into four, and then three, and in 1864 in pursuance of resolutions passed in the three legislatures a conference had been called at Charlottetown to consider the proposition of re-union.

About the time of the Charlottetown convention Confederation was advanced as the solution of the problems of Upper and Lower Canada and a galaxy of great statesmen came to Charlottetown to try to win from the Maritime Provinces acceptance of the idea of confederation of all the provinces of British North America into one Dominion.

The Maritime Provinces at that time, however, were carrying on a flourishing trade with the New England states which they thought they would lose if they entered the Confederation. To meet their objections on this score and to provide a substitute market for their products in Upper and Lower Canada it was agreed to build the Intercolonial Railway. For this reason the Intercolonial Railway became part of the sacred compact of Confederation and could not be regarded in the same light as the other railways of Canada.

The tariffs, however, had been raised within the last few years to such a point that trade was practically killed.

Since the lower provinces were divided there was no one government to rise up and protest against this violation of the pact of Confederation. The Maritime Provinces were now between two millstones, the Fordney tariff and the C. N. R. rates, and were in a fair way of being crushed unless relief was effected.

Mr. Logan stressed the point that the consent of the Maritime Provinces to Confederation had been won by the promise to provide a railroad over which trade with the upper provinces could be carried on to take the place of that trade which these provinces were conducting with the New England states.

Mr. Logan then went on to point out how the Maritime Provinces were, in his opinion, squandering their strength, dissipating their energies, and minimizing their influence in the counsels of the nation by being three provinces instead of one. There were three governments, three sets of government officials and administrations, three public utility boards and, in short, an all-round triplication of services which might be better carried on by one government than by three.

The Maritime Provinces, too, were losing seats to the West, and the future did not look bright if at every decennial census there was to be a further decrease in the parliamentary representation of the lower provinces.

(Continued on page 29)

Power and Telephone Cables



**Eugene F. Phillips
Electrical Works**
Limited

Head Office and Factory - MONTREAL

Branches :

TORONTO, WINNIPEG, REGINA, CALGARY, VANCOUVER

Guardians Of Your City

The Fire Department and Alarm Box unite in protecting your community from the worst of all possible fates—destruction by fire. They are independent. Your Fire Department can only give its utmost when called in time by a

Northern Electric

GAMEWELL Fire Alarm System

the proven quickest and most positive known means of alarm. It saves those first few invaluable seconds that make the difference between a waste-basket blaze and a holocaust. Instantaneous in action, it has the unqualified support of those whom bitter experience has taught — the Fire Fighters of Canada.

Your town should have an Alarm Box to every Block. Write our nearest house for convincing literature.

Northern Electric Company LIMITED

- | | | |
|----------|----------|-----------|
| Montreal | Toronto | Regina |
| Halifax | Hamilton | Calgary |
| Quebec | London | Edmonton |
| Ottawa | Windsor | Vancouver |
| | Winnipeg | |



“Analysis of the Electrical Problem”

DELOS F. WILCOX, Ph.D.

Analysis of the Electric Railway Problem; Report to the Federal Electric Railways Commission with Summary and Recommendations, Supplemented by Special Studies of Local Transportation Issues in the State of New Jersey and the City of Denver, with Notes on Recent Developments in the Electric Railway Field, by Delos F. Wilcox, Ph.D. Pp. xx, 790. Price \$10.00 net. Published by The Author, New York, 1921.

Before the World War every American and Canadian city had its street railway problem. Here and there it would slumber for a while, during a brief period of public indifference or good feeling. But the ever-pressing, ever-increasing public need for local transportation facilities served to bring the problem into local politics, and to stir up the antagonism that invariably follows the performance of a vital monopolistic public function by private agencies organized for profit. It is hardly too much to say that traction issues awakened more public interest and made and wrecked more political fortunes than any other class of issues in municipal affairs, unless it be those connected with police administration. Franchise-grabbing, consolidations and the manipulation of traction securities led the public to believe that a five-cent fare franchise in a big city was a veritable gold mine for its owners. Public discontent flamed up everywhere, and the scrap was on. Sometimes it was for track extensions, sometimes for more cars, sometimes for free transfer privileges, sometimes for heavier taxes, sometimes for lower fares, sometimes for public ownership as the only remedy. But everywhere instead of co-operation in the performance of a public function, it was fight from the drop of the hat.

In spite of these antagonisms the electric railway business grew by leaps and bounds. By 1917, when war costs were just beginning to be sharply felt, the electric railways were carrying more than ten times as many passengers as the steam railroads. They had piled up a capitalization twice as great as the aggregate municipal indebtedness of the country. War costs shot upward to unheard of peaks in 1918, 1919 and 1920. The tables were turned on the street railways. A five-cent fare franchise was no longer an asset, but rather a liability. But public opinion had been formed in the days of over-capitalization and real or assumed profits. With a rigid upper limit on their rates, and loaded down with bond and lease obligations inherited from an era of manipulation, the street railways certainly had a sweating time of it during the later war years and the early reconstruction period. By a persistent campaign of propaganda, accompanied by ocular demonstrations of poverty, they have finally succeeded in partially changing the psychology of public opinion to a state of grudging sympathy.

A part of their campaign was the publicity secured through the appointment of the Federal Electric Railways Commission two years ago, “to serve as a sort of national sounding board”, as Dr. Wilcox expresses it, “before which they could beat the tom-tom and attract public attention everywhere to their financial distress and to the inadequacy of the five-cent fare.” After the Commission had completed its public hearings and had taken a vast

amount of testimony offered by the American Electric Railway Association, the Amalgamated Association of Street and Electric Railway Employees, and various public officials and utility experts, who had been invited to represent the public, Dr. Wilcox was engaged by the Commission to analyze the testimony and submit suggestions with respect to its report to the President. He found that he had a herculean job on his hands. When he had finished it, the Commission in its final report described his analysis as “a complete and masterful study of the whole electric railway problem.” But the Commission had no funds with which to publish the analysis. Its appropriation was so meagre that it had to depend upon a private fund contributed by the electric railways themselves for the publication and distribution of its own proceedings and report.

In the present volume published August 1, 1921, Dr. Wilcox has made available for public use not only his complete analysis and recommendations to the Commission, but also two vital supplementary studies of the street railway problem. One of them deals with the complicated issues of valuation, jitney competition, and holding company control in the State of New Jersey, where the Public Service Corporation, through one of its subsidiaries, furnishes local transportation service to more than 140 municipalities. The other dissects the valuation and service-at-cost program worked out by the Denver Tramway Adjustment Committee of Fifty-Five, during the period when the Federal Commission was conducting its nation-wide investigation. Supplementing all this, Dr. Wilcox has included in his volume notes giving last-minute information on the most important developments in the street railway field.

The Federal Electric Railways Commission recommended the service-at-cost plan. Dr. Wilcox believes that service at cost is useful only as a step toward public ownership and operation. He says that a few people advocate the withdrawal of the hand of restrictive regulation altogether and the turning of the companies loose to furnish local transportation as a private enterprise upon such terms and conditions as would be dictated by ordinary business prudence. The public can never consent to this. Others favor exclusive state regulation or service at cost, but in his opinion these are half-way measures, mere refusals to look the real issues in the face. The only choice remaining is for the communities to go forward to a full recognition of their own responsibility for serving themselves in transportation matters. Dr. Wilcox thinks that the alleged difficulties and dangers of public ownership would disappear overnight, if the business men of every city would turn over a new leaf and expend just one-half as much time and effort in making municipal administration a success as they now spend in denouncing its alleged extravagance and trying to prevent it from fulfilling the imperative obligations of public service.

Dr. Wilcox's book gives a complete analysis of the experience and suggestions of the leading men in the electric railway industry and of those who are charged with the exercise of regulatory powers, as gathered together by the Federal Commission.

MARITIME UNION (Continued from page 25)

The problems of the three provinces, the speaker said, were the same and could be best solved by a united government. In conclusion he made a plea to his audience to adopt the slogan of "Get together" and to regard it as a duty devolving upon them to lead the people of these provinces to that point where one large parliament would be representative of and be able to speak for the people of all three of the Maritime Provinces.

H. R. McLellan addressed the meeting for a few minutes on the significance of the Intercolonial Railway and the rights of the people of the Maritime Provinces in regard to it. The Intercolonial, he said, had made a nation of Canada because through it the lower provinces had given to Canada all year round sea ports and thus provided the maritime element in the nation. The upper provinces, he said, had prospered by the arrangement and they should be willing to listen to the demand for justice advanced by the Maritime Provinces.

He thought that the true character of the Intercolonial railway was not understood in the other provinces and suggested that a Royal Commission be appointed to ascertain and acquaint the country of the facts.

The Intercolonial, he said, could not rightfully be handed over by the Government to any railway company and declared that the proposition of Sir Joseph Flavelle to put the National railways under the control of a company in which the Government would be one of the stockholders was "a disgraceful attempt to swindle the people by a stock promotion watered to death in this dry country."

Mr. McLellan pleaded for public interest in the question of maritime union.

Mayor Fish in closing the meeting made a plea to his audience to take the question up, to make it a live issue, and to develop a hearty interest in the subject of maritime union.

The City Manager

Mr. Armstrong, Town Manager of Woodstock, in an address on "Forms of Civic Government" said that the first form was the town council. A

(Continued on page 30)

We Buy and Sell

**Government, Municipal
AND
Industrial Bonds & Stocks**

It will be a pleasure to serve you in the matter of purchase, sale or exchange of listed or unlisted securities.

HANSON BROS.
INVESTMENT SECURITIES

160 St. James St.
MONTREAL

63 Sparks St.
OTTAWA

BANK OF MONTREAL

Established Over 100 Years

CAPITAL (PAID UP)...\$22,000,000
REST.....\$22,000,000
UNDIVIDED PROFITS. \$1,510,646
TOTAL ASSETS\$517,403,162

BOARD OF DIRECTORS

SIR VINCENT MEREDITH, BART., PRESIDENT.
SIR CHARLES GORDON, G.B.E., VICE-PRESIDENT.

R. B. Angus, Esq.,
Lord Shaughnessy, K.C.V.O.,
C. R. Hosmer, Esq.,
H. R. Drummond, Esq.,
D. Forbes Angus, Esq.,
Wm. McMaster, Esq.,
Lt.-Col. Herbert Molson, C.M.G., M.C.,
Harold Kennedy, Esq.,
H. W. Beauclerk, Esq.,
G. B. Fraser, Esq.,
His Honour Henry Cockshutt, Esq.,
J. H. Ashdown, Esq.,
E. W. Beatty, Esq., K.C.,
Sir Lomer Gouin, K.C.M.G.,
Gen. Sir Arthur Currie, G.C.M.G., K.C.B.

HEAD OFFICE: MONTREAL

General Manager—Sir Frederick Williams-Taylor.

**BRANCHES THROUGHOUT CANADA AND
NEWFOUNDLAND**

Foreign Branches and Agencies

London, England Mexico City
Paris, Bank of Montreal (France)

United States: New York, Chicago, Spokane, San Francisco—British American Bank (Owned and controlled by the Bank of Montreal).

West Indies, British Guiana and West Africa—The Colonial Bank (in which an interest is owned by the Bank of Montreal).



Over 500 Municipalities

in Canada, from the Atlantic to the Pacific are served by the Branches of this Bank.

We offer Public Bodies, as well as private individuals, an efficient Banking System built upon personal service to our depositors.

**The Royal Bank of
Canada**

Total Assets: \$530,000,000.

MUNICIPALITIES!

When you have Debentures to sell or Sinking Funds to invest, it will pay you to communicate with us. We specialize in municipal securities and shall appreciate the opportunity of serving you.

C. H. Burgess & Company

GOVERNMENT AND MUNICIPAL
BONDS

14 King Street East, Toronto

Our Services At Your Disposal

Municipalities that are contemplating the issue of Bonds, the investment of Sinking Funds, or any change in financial policy, are cordially invited to avail themselves of our services as specialists in—

MUNICIPAL SECURITIES

Wood, Gundy & Company

HEAD OFFICE:

36 KING STREET WEST,
Toronto

BRANCHES:

New York	Montreal
Winnipeg	London, England

Municipal Officials

WHEN YOU
NEED A BOND
APPLY TO

The Dominion of Canada Guarantee
and Accident Insurance Company

HEAD OFFICE:—TORONTO

The Security of a Bond

Guaranteed by the "Dominion," A Strong Canadian Company With Large Reserve Funds is Safer, Saner and More Satisfactory in Every Way Than Trusting to the Variable Fortunes of Private Bondsmen.

BRANCH OFFICES:

MONTREAL. HALIFAX. ST. JOHN. OTTAWA.
WINNIPEG. CALGARY. REGINA.
VANCOUVER.

CITY MANAGER (Continued from page 29)

feature of this form was that what was everybody's business was nobody's business. Regarding the commission form of government, he said men were on the job all the time, but the bad feature of the system was that it was elective. Perhaps the men elected were not adapted to the department over which they had control.

The board of control system invited over-lapping and had many of the faults of the commission government.

In the town manager system all the details were left to an executive head or town manager, who was trained in the work. Nearly 300 cities had adopted it. In Canada, Westmount, Quebec; Shawinigan Falls, Grand West, Quebec, and Woodstock, N.B., were the only places which have it. Many persons thought that the scheme was not applicable to large cities. This was really not the case. Akron, O., 208,000, had a town manager and the plan was working out successfully.

In Norfolk, Va., a large capital debt had been decreased; land had been acquired for less money than it had been thought possible. There must be no politics in a town manager system. Everything was decided by one head, who was given authority by the directors, the town council. It had been said that the movement was not democratic, but if the execution of the work was not carried out efficiently the people knew who to blame.

The best way to fight fire is to not let it start. Concrete buildings won't burn.

The Wm. Rutherford & Sons Co. Ltd.

Lumber and Timber Merchants

Sash and Door Manufacturers

Beaver Board Distributors

Telephone Victoria 1620

Office: 425 ATWATER AVE.

BUSINESS FOUNDED 1795

Incorporated A. D. 1897 by Act of Parliament of Canada

AMERICAN BANK NOTE COMPANY

ENGRAVERS AND PRINTERS

Municipal debentures—Bonds—Certificates of Stock—Cheques, etc.

Try us when you sell your next lot of debentures.

HEAD OFFICE

224 WELLINGTON STREET, OTTAWA

MONTREAL
224 St. James Street

Branch Offices :
TORONTO
19 Melinda Street

WINNIPEG
Union Bank Bldg

Runs 24 Hours on 1½ Gals. of Gasoline

This London Diaphragm Pump meets every economy requirement in the consumption of fuel. Operated with a Novo Gasoline Engine it will pump continuously for 24 hours on 1 1-2 gallons of gasoline.

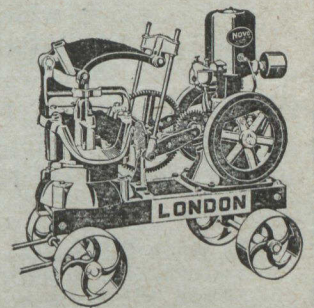
Its pumping capacity is 3000 gallons per hour and it is good for a 20 feet lift. Mud or dirt in the water does not affect this pump as a rubber diaphragm containing lift valve takes the place of a piston. Outfits furnished on trucks or skids as ordered.

Write today for London catalogue and price list.

LONDON CONCRETE MACHINERY CO. Limited
DEPT. 5 - LONDON - ONTARIO

Sales Offices & Warehouses:

Halifax, N.S.; Quebec, Que.; Montreal, Que.; Edmonton, Alta.; Toronto, Ont.; Vancouver, B.C.;
Ottawa, Ont.; Calgary, Alta.; Winnipeg, Man.; St. John, N.B.; Sherbrooke, Que.



London Diaphragm Pump
with Novo Engine

The Drummond Apartments in Montreal are built of STRUCTURAL STEEL. The entire framework for this large ten storey structure was erected in two months and four days, the total weight of Structural Steel being nine hundred tons.

IMPORTANT BUILDINGS

ARE BUILT OF

STRUCTURAL STEEL

CONSTRUCTED BY

THE MACKINNON STEEL CO., LIMITED

SHERBROOKE, QUE.



The Adaptability of Concrete for Unusual Bridge Requirements

The LaSalle Bridge, Montreal, represents a type calling for all those qualities which Concrete possesses in a marked degree.

It has to be a strong Bridge—to support the heavy machinery required to operate the water-gates of the Canal which it spans.

It has to be durable—to give that permanence and freedom from upkeep which the civic authorities naturally sought to make so important a feature of the Water Works improvements.

It was desirable that it should be decorative—to fit the modern conception of public utilities for a big city.

Having all these requirements in mind, the engineers in charge selected reinforced Concrete for this important undertaking.

The result is a bridge that, besides fulfilling every practical requirement, has a distinct value to the neighborhood in which it is placed, from an artistic standpoint.

Many smaller and simpler bridges call for these same qualities—in still larger bridges the importance of selecting so durable and economical a material as Concrete are even more apparent.

Designed by F. G. Engholm, Toronto

Constructed by Fraser, Brace & Co., Limited, Montreal.

SPECIFY
CANADA CEMENT
Uniformly Reliable

We maintain a Service Department to co-operate in all lines of work for which Concrete is adapted. Our library is comprehensive and is at your disposal at all times without charge.

Canada Cement Company Limited
HERALD BUILDING MONTREAL

SALES OFFICES AT :

MONTREAL

TORONTO

WINNIPEG

CALGARY

Dominion Bridge Company, Limited

MONTREAL, QUE.

ENGINEERS, MANUFACTURERS AND ERECTORS OF STEEL STRUCTURES

Railway and Highway Bridges, Turntable, Electric and Hand Power Travelling Cranes, Lift Locks and Hydraulic Gates, Transmission Poles and Towers. TANK and PLATE WORK OF EVERY DESCRIPTION. Forgings, Gears Cutting and General Machine Work, Marine Boilers and Engines. P. O. Address: Montreal. HEAD OFFICE and WORKS: LACHINE LOCKS, P.Q. Cable Address: "Dominion" Branch Offices & Works: Toronto, Ottawa, Winnipeg. Sales Offices: Montreal, Toronto, Ottawa, Winnipeg, Regina, Edmonton, Vancouver.

LARGEST STOCK OF STRUCTURAL MATERIAL AT ALL WORKS

ESTABLISHED 1856

J. C. McLAREN BELTING COMPANY, Ltd.

WE ARE HEADQUARTERS FOR ALL KINDS OF

BELTING - LACE LEATHER - CARD CLOTHING - REEDS
AND GENERAL MILL SUPPLIES

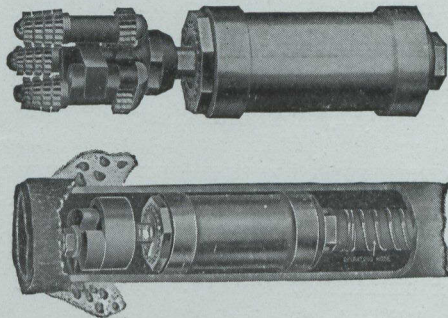
ABSOLUTE SATISFACTION GUARANTEED

Branches:—

80 LOMBARD STREET, WINNIPEG, MAN.
50 COLBORNE STREET, TORONTO, ONT.

Head Office and Factory:—

MONTREAL, QUE.



LAGONDA BOILER TUBE CLEANERS

The latest Lagonda Water and Air-Driven Boiler Tube Cleaners are the most powerful and efficient tube cleaners made. They develop higher speed and greater power than has heretofore been secured with any Turbine Cleaner, and their use will materially shorten the time required in cleaning boilers.

These new Lagonda Cleaners are built for all sizes of tubes, either straight or curved, and they can be driven by water, air or steam.

Ask for Catalog L.

Babcox & Wilcox, Limited

St. Henry, MONTREAL.

Branch Office: Traders Bank Building, Toronto.

Municipal Sinking Funds

For municipal sinking funds no better security can be purchased than Dominion Government, Provincial and Municipal securities which to-day afford unusual yields.

There are at present many indications of lowering interest rates. Every consideration should, therefore, be given to the investment of available sinking funds.

We shall be glad to consult with Municipal Treasurers, Chairmen of Finance Committees, Trustees, etc., and give the benefit of our 30 years' experience.

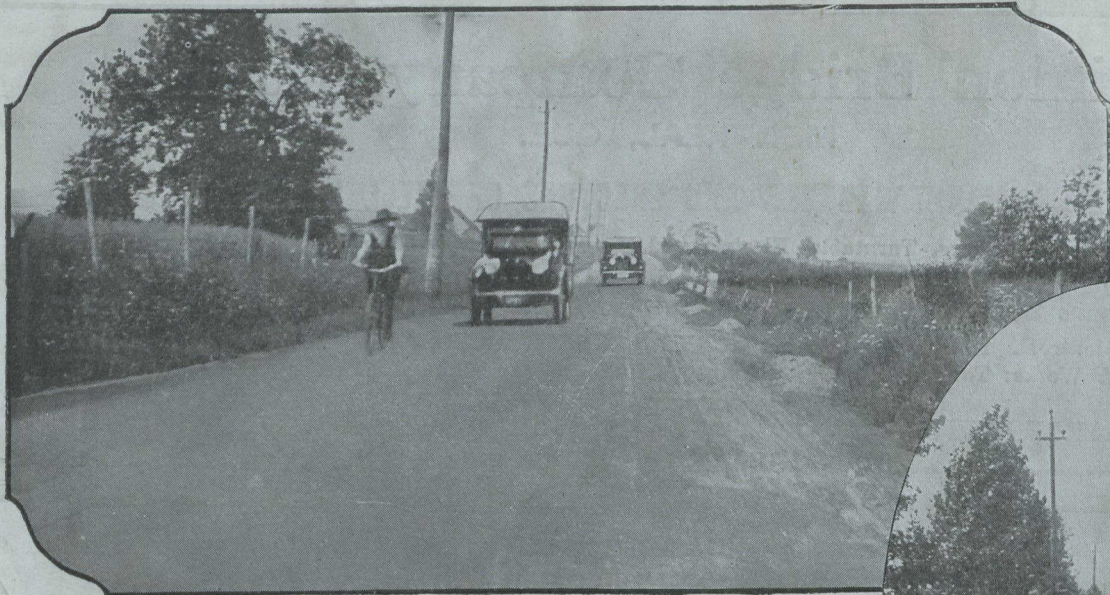
Lists gladly forwarded on request.

Investment
Securities

Established
1889

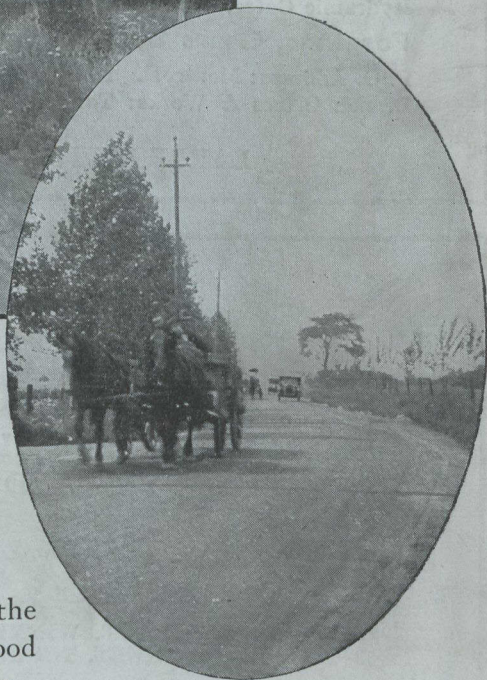
A. E. AMES & CO.

Union Bank Bldg., Toronto
Transportation Bldg., Montreal
74 Broadway - New York
Harris Trust Bldg., Chicago
Belmont House, Victoria, B. C.



At left: King Edward Highway — O'Connor Section. Maintained with "Tarvia-B".

Below: King Edward Highway — La Presse Section. Constructed "Tarvia-X" Penetration Method. Maintained with "Tarvia-B".



Tarvia Highway at Links Two Nations—

KING EDWARD HIGHWAY is one of the main arteries connecting Canada and the United States. Over it a stream of automobile traffic surges back and forth between Montreal and the resorts and cities of Eastern New York.

The entire length of this famous highway, from Victoria Bridge to the Border, is maintained with Tarvia. That is why the surface is always firm and smooth—proof against the frosts of winter, free from dust in summer and from mud in spring and fall—that is why it so stubbornly resists the wear of hard service.

In all sections of the Dominion, Tarvia Roads

have taken the lead in the good roads movement.

They are ideally suited to Canadian requirements, because they are unaffected by extreme weather conditions. They are within the financial reach of every community—moderate in first cost and unequalled for maintenance economy.

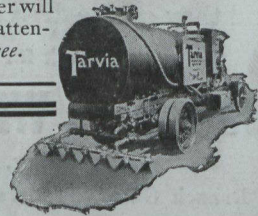
For every road purpose—new construction, salvaging worn-out macadam and gravel roads, maintenance, and repairs—Tarvia gives maximum results at minimum outlay. There are different grades of Tarvia for each of these uses.

Tarvia

*For Road Construction
Repair and Maintenance*

Special Service Department

This company has a corps of trained engineers and chemists who have given years of study to modern road problems. The advice of these men may be had for the asking by anyone interested. If you will write to the nearest office regarding road problems and conditions in your vicinity, the matter will be given prompt attention. *Booklets free.*



MONTREAL
MONTREAL
MONTREAL, N. B.

The *Barrett* Company
LIMITED

WINNIPEG
VANCOUVER
HALIFAX, N. S.