

THE CIVILIAN

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Confederation.

THE CIVILIAN offers some suggestions for consideration by the Convention of April 29th and 30th.

A week from date some fifteen or twenty delegates, representing as many organizations within the Canadian Civil Service, will meet at Ottawa for the purpose of forming a Civil Service Federation, — a permanent affiliation or association of all the bodies of such character at present existing throughout the Dominion. In other words, the problem for which they will assemble is to provide some facile working means whereby the strength of all within the service shall be readily available for the good of all. So far as we are aware it will be the first meeting ever to be held that was representative in a designedly comprehensive way of the entire civil service; and though the idea of a united service is not now heard of for the first time it was never before reduced to the definite and carefully-considered basis of the present undertaking. Already the success of the meeting from the standpoint of attendance is assured. From Prince Edward Island to British Columbia the several organizations have reported favourably and with but one or two exceptions are sending delegates. The local association has completed arrangements for the reception of the representatives and for the launching of the convention upon its way with

the minimum of preliminary loss of time or confusion. With this much alone accomplished, it is possible to congratulate the service as a whole upon perhaps the most signal display in its history of community of appreciation of the fact that it has a very wide and vital community of interests.

We have been from the outset a very ardent believer in the feasibility of the exact course of action that has at length, after too long a period of mistrust and delay, been entered upon. It is, of course, impossible to measure now the exact potentialities of the movement or to map out the exact course it is to run. Nevertheless, where the fundamental methods involved have been thoroughly understood and properly applied, and where the idea at the back of all is so indisputable as that in union there is strength, one may predict a good deal of the end from the beginning. Herein, as it seems to us, it would be hard to over-estimate the importance of the decision already arrived at—that the new and all-embracing organization is to rest upon a federal basis, that is, that it recognizes the essential diversity of many groups and interests within the service, but that it purposes to bring all together for the solution of common problems, which,

after all, as in the case of political confederations, will be found to include the great problems, and to react very strongly upon the lesser ones. This, in our view, is to recognize the real nature of the situation. A grave mistake, for instance, would have been made by the local association, by whom action in the matter was first taken, and who is therefore primarily responsible for the above decision, had it sought, say, to affiliate the outside bodies to itself, or had it in any other way suggested a conglomerate organization as the sole union of the service. We think we may take it for granted, therefore, that the foundations up to the present have been well and truly laid, and that we may felicitate ourselves accordingly.

It remains, then, to erect the superstructure. That, for its final completion, may prove a work of time. Rome was not built in a day, and the Civil Service Federation will not spring at one blow from the present meeting, like Minerva from the head of Jupiter, full grown and in full panoply of armour. But the meeting, to revert to the simile, may go far to complete the plans for the future building, so that it may be seen, fair and finished from the beginning, in the eye of the mind. It is a problem to which we have given some thought, and in connection with which, for its mere intrinsic interest, we have made some analysis of the subject-matter that more obviously falls to be dealt with. This we have thrown into the form of a tentative programme for the meeting, arranging the topics in what seemed to be the order in which they would logically arise. Doubtless many matters of importance have been overlooked, and no one can foresee the final issue of any question in the light that may

be brought upon it by the discussion. However, if we can blaze even a very imperfect trail for the better road-makers that are to follow we shall be content.

The Constitution.

With the mere preliminaries settled, including the presentation of credentials and the determination of the voting powers of the several delegates, (which will afford an excellent opportunity for the several organizations to learn each other's strength and character), and with the chairman and secretary, pro tem, of the convention appointed, the starting place of the discussion proper will fall to be selected. Clearly there would be many advantages at the outset in a full and free discussion of the provisional constitution on the basis of which the delegates have been brought together. It may be assumed that as this document stands, it represents the matured opinion of the local association, its author. But it is highly probable that the other bodies have views of their own. Civil service organizations are of many kinds, and to each pertains a separate point of view. Is the basis of representation fair and proper for all? Are the revenue clauses adequate? Does the machinery provided seem workable? As we have said, we think the adoption of the federal principle is the leading achievement of the movement thus far, as set forth in the constitution. A full discussion and analysis of this feature could not but be profitable. Let the delegates one and all be agreed from the start as to the ground they stand on. If the opinion is that the constitution, as at present, appears satisfactory, the meeting should ratify it formally. It might be better, however, after a preliminary brief discussion to appoint a commit-

tee of three or four, to examine the document minutely and to report thereon at a later stage. As a general rule, we believe as much work as possible of this kind during the meeting should be done in committee of the whole, for the sake of the educational effect on which so much in the initial stages of any movement depends. Certainly any committees that may be appointed should attempt to do their work in the evenings or when the convention proper is not sitting. The question of the constitution, however, is one which would obviously gain by the careful scrutiny of three or four of the members, who might thus effect a very considerable saving of time. The committee appointed for this purpose should be thoroughly representative of every class or kind of organization it is proposed to embrace in the federation.

Organization.

Having agreed upon the form, the next question is the substance. The organization of the civil service is not to be a thing of paper. Before any attempt to define, let alone to realize, its objects, it must settle how it shall make of itself a living force. There will be little use of planning campaigns till we are sure whence the army and the sinews of war (in this case the enthusiastic backing if possible of every member of the civil service) is coming, and how it can be persuaded to come with the maximum of alacrity. In other words, this involves the consideration of what shall in future be deemed the best basis of organization within the service. The present organizations have arisen spontaneously and without reference to any general plan. Each has attacked its own problem, in the way that seemed to it best, and with

the form of association that lay easiest to hand. In Ottawa the inside service took its stand on the fact that it made up a separate and distinct class under the law, and it organized accordingly. Being limited to a single locality the inside civil servants were able to do this with comparatively little trouble. The Postmasters of the Dominion have adopted the same principle, but in view of the fact that they are scattered from the Atlantic to the Pacific their organization has taken on a different form, and they have grouped themselves by provinces under a single central head and government. Similarly with the Customs officers of Ontario, who have united in an affiliation which covers the whole of the Province. In other instances, however, very different methods have been pursued. In Western Canada, for example, the sharp differentiation which obtains as between those provinces and the rest of the Dominion, has led to the emphasising of locality as a basis of association. We accordingly find at Winnipeg a composite organization embracing all Dominion employees within reach, whether excise officers, customs clerks, letter carriers, or the various other classes which make up the service. At least eight or ten similar cases could be cited. This to our mind is quite natural and as it should be. In so varied a mass as the civil service presents, flexibility is a first requisite of any scheme of organization. Each and every problem must be solved with the instruments that lie to hand. But if we acknowledge that the first duty of the Federation once on its feet is to build up the fighting strength of the service, we must lay down some more definite plan, even if still a loose one, which while preserving the autonomy of the several units of which the Fed-

eration is now and in future may be composed, and while sedulously guarding the special objects for which these units came into being, shall at the same time insure conformity to a carefully thought-out policy of centralization. This is a question of the policy of the Federation as distinct from its constitution. Quite properly the constitution admits almost all sorts and conditions of organizations into the common bond.

For our own part, we see no difficulty in reconciling the two different principles which appear to have arisen. There should be plenty of room for both. Nay, there must be room for both. While it is dangerous, with imperfect information, to hazard an opinion in such a matter, we would like to add a more specific word. Where numerical strength permits, organization on the class basis clearly presents some favourable features which the other form does not. It ensures identification of interest in the matters which the law places nearest the hearts of the members. It avoids the danger of friction or lack of interest as between members under different dispensations, than which no more potent breeder of disintegration can be imagined. There are at least six distinct classes which should be numerous enough to devise separate organizations for themselves on this basis, namely, the Postmasters, City Post Office Employees, Letter Carriers, Railway Mail Clerks, Customs Officers and Excise Officers, in addition to the inside service. In fact, nearly every one of these have already recognized their opportunity, and one or two have gone as far as could under almost any circumstances be imagined. This, however, is not meant to decry the other form of organization. In the smaller localities, the local basis

is the only basis possible. Even in the larger centres the local principle should always accompany and supplement the class principle. In short, what we would ourselves like to see would be the completion of a series of strong class organizations extending over the whole area of their respective fields of employment, but open at every point to prompt co-operation with other similar organizations. These would be the natural protectors of all interests of a distinctly class nature. In the larger localities the several units of these class organizations would combine to form a council to take up the several matters of common interest such as the formation of social clubs, the launching of co-operative enterprises, athletics, the adjustment of salaries on a cost of living or local basis, and other similar activities. These councils would probably look for their chief inspiration to the federation headquarters, while their units would look for guidance to the head offices of their several class organizations. In the less important localities the conglomerate form alone would prevail under the direct supervision of the federation. Possibly some form of chartering by the federation might be devised to simplify these somewhat complex relationships. The federation could then charter direct the central class organizations and the local councils or composite bodies, leaving the central class organizations to control directly their several branches.

In any event one very important matter must not be overlooked by the convention. Whatever the ideal scheme of organization it resolves to put forward, it must back it by strong and capable machinery to insure its being carried out. The officers will not alone be able to cope with the task. Even a special officer would

not be sufficient. What is required is a committee on which each and every class, as well as the leading localities, is represented. The sole duty of this committee should be to complete with the utmost despatch the thorough organization of the civil service. The committee should be chosen in conformity with the plan of organization approved. It should consist of perhaps twenty or thirty members, with the president or secretary of the federation for chairman. Let no one accept office in this connection who will not pledge himself to work. As a document for their use, let the convention define in a resolution the exact plan of organization for the whole which the federation purposes to follow

The Work of the Federation.

We may now approach the question: What is to be the purpose in life of all this organization? What should it attempt to do as it stands at present and in the immediate future? for we think we may accept the teaching of experience and rest assured that as we advance new horizons will open, and that if we attack resolutely the problems of the present, the future may be equally relied upon to keep us busy. We do not profess by any means to exhaust the field when we offer the following subjects as among those concerning which a definite line of action should be laid down by the present convention.

Civil Service Reform.

Beyond question, the greatest boon that could be conferred on the service as a whole is represented in the formula—Civil Service Reform. The Inside Service has it already, though as yet it is no heresy to say the Reform has not entirely found its feet. The extension of the Act of 1908 to

the whole service, therefore, is what, in concrete, is to be desired. This may seem to be of concern to the outside service alone; in reality it is of moment to the inside service as well. Civil Service Reform will never be taken in all seriousness in any one branch till it is recognized as an issue that stands back of good government as a whole, if not of good morality itself. The government's policy looks forward frankly to this extension being made, so the recognition of the above in principle has been already obtained. When it comes, however, to the question, how can the service of itself hasten the day of the merit system of appointments and promotions throughout its entire field, it will be well to be sure of the ground we stand on, and of the engines at our disposal. This is a question of the public interest first and foremost. The public interest is the basis on which the government must act in such a matter. The civil servant may have the truth of the gospel and the eloquence of prophecy in the matter, but he is an interested party and quite naturally will find it hard to obtain a hearing. That, however, need not prevent him from making every effort to have the intrinsic value of his arguments appreciated. If he has friends in the public whom he can interest in the theme—in reality the public's theme—well and good. Our own view is that until some definite sign is given that the public wants the reform, the reform will remain upon the stocks. And, of course, the sign that would at once prove most effective would be the formation of some such league or association as that which in the United States has done more than any other agency to enlighten opinion. Nevertheless, and in frank admission of all these handicaps, the Federation might quite

properly petition the government to extend its legislation of reform. After all, a government may lead as well as follow public opinion. How that extension should be made is a technical question. The federation should educate itself upon it, so that it knows itself in definite phrases of the law what it wants, and what the government could grant on a basis wholly remote from the promotion of any special interest. The meeting might well discuss this problem, and though a final solution is hardly possible within the time at its disposal, let a resolution be passed that will at least define the question and set on foot a careful line of investigation that will result in an answer at an early date. Till this is done it would be futile to make formal representations to anyone, government or public, on the subject.

Salaries.

There is no denying the perennial interest of the salaries question, and certainly it lies under present conditions at the very root of all attempts at betterment within the service. The conditions to which we refer are those resulting from the phenomenal rise in prices of the past ten years. The case of the inside service and of the letter carriers in this connection, each now happily disposed of, is precisely the case of the rest of the outside service, with the important exception that the latter's case is not disposed of. That constitutes the problem. Clearly a strong argument for its solution is that the service outside and inside deserves consistent treatment and uniformity of relief from a circumstance which presses uniformly. It is a problem, however, which, though of the same nature throughout, is one of many phases—of as many phases, natur-

ally, as there are classes and salary scales in the service. It is, therefore, largely though by no means entirely, a matter which each class must in the first instance grapple with for itself. One class has one minister to deal with, another class another minister. Matters of this kind, however, are apt to be in a large degree questions of cabinet policy, and should in any case be planned as one movement. This would seem to indicate wherein the federation could do good work, viz., in planning the campaign and in bringing the several separate interests to bear in the right way and time. Again such problems as the apportionment of salaries to the different living conditions prevailing in the different provinces of Canada is one that it would be well to centralize so that several classes may not be covering the same ground. The value of a supervising and directing body in such a movement would, in fact, declare itself in many ways, especially in utilizing to the full, for what is left of the battle, the experience of those who have already won. But, again, there is need for a careful survey of the field, for thorough and wide information as to conditions and the varying degree of the need in different cases. For this the way may be paved, if no more is done, by the convention. Against one view that is apt to occur in this connection we would like to utter a special warning. Paramount as the salary issue is at present, let no one exalt it into the sole issue, or imagine that when it has been gained the best that is possible for such an organization as the federation has been achieved. That would be as short-sighted as it would be small-minded.

Reorganization.

Granted the adoption of the merit system throughout the service and

the adjustment of the general salary scale in accordance with the changed cost of living, the need of a reorganization of the service from end to end would certainly stand early on the list. It may seem like looking far ahead to mention this here, but we do so because it shades into the two preceding topics and can be dealt with, at least in part, simultaneously with the recasting of legislation involved in the extension of the Act of 1908 to the outside. What we refer to is the correction of the numerous anomalies that have arisen in the course of years in the present service. In the inside service, for example, one type of employee may be on a certain footing in one department and on quite a different footing in another. In the outside, the clerks in one office may be entered upon the civil service list and entitled to all the privileges of civil servants, while those of a similar office elsewhere are not. The Federation should have thorough cognizance of all such cases, so that it may be in a position to offer suggestions towards a correction when the opportunity presents itself as it may at any time. With the service once under a commission, this correction would be in the way of following in time. We have ourselves always felt, however, that the importance of the matter would justify summary action in the form of definite adjudication by an impartial non-political tribunal. But this last is for the future rather than the present, though, as we have said, the preparation of the case would best be undertaken without delay.

Superannuation.

Of all the movements that fall naturally to the charge of the Federation, that for superannuation stands pre-eminent. As matters are at pre-

sent, it is perhaps the one great issue in which every civil servant, outside and inside, without distinction of class or locality, except for the comparatively few to whom the old acts apply, has an interest. As a matter of policy, superannuation might well be placed first on the list of the undertakings of the Federation, for the reason that the position of the service in this regard is clear-cut and final, irrespective of any other development whatever, and that the campaign has already been planned and entered upon both by the Ottawa association and by the outside service of Montreal. It is a campaign that is sure, within reasonable limits, of victory, for superannuation is as much in the interests of the government as of the service, and there are signs that the fact is being appreciated in the quarters that are powerful in the matter. Appreciation on the part of the service of the real importance of the boon is no less necessary. In the past this has not been realized. After stimulating the interest, however, the Federation might well examine carefully the memoranda already, some few weeks since, presented to the government, with a view to collaborating and endorsing them, and thereafter taking over the campaign. The subject being to a degree technical, and the situation which calls for remedy being exceedingly complex, owing to the diverse policy of the government in the matter at different times, the convention might call on the special sub-committee of the Ottawa association which has given the matter such thorough consideration to assist in its deliberations so that before the meeting scatters a definite line of action may have been set in motion. There is reason to believe that as soon as the present ses-

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Communications on any subject of interest to the Civil Service are invited and will receive careful consideration.

Ottawa, April 23th, 1909

THE CIVILIAN AND THE FUTURE.

To-day's issue of *THE CIVILIAN* completes a round year of publication. Good or bad, for twenty-six successive fortnights, we have appeared as promptly as the printer allowed. There is something of cheer in the simple fact of living, especially in a field wherein of all others, existence is a struggle. Moreover, we have a larger subscription list at this moment than ever before, and our advertisers seem to be satisfied. When we add that the publishers are satisfied, and that the editors consider that they have done what they set out to do, to the extent at least

of keeping the pot a-boiling, the circle seems to be tolerably complete.

The future is always a problem, but in view of the above, need not in *THE CIVILIAN*'s case be cause for anxiety. Many encouraging words have reached us as a result of our request for criticism of a fortnight since. On the whole, we take heart of grace from them to conclude that even under present limitations the thing has been worth doing. But of these limitations we would like to add a word.

How long a purely volunteer board of editors can continue the pace which even a journal of *THE CIVILIAN*'s size sets for spare time only, is, we may admit, a question which will one day require to be answered. This, however, need not threaten *THE CIVILIAN*'s existence. Since private enterprise has shown that the venture may be made without serious risk financially, there would undoubtedly be less reluctance on the part of the association or, say, the federation, to come forward, should it appear that such a step were necessary to prevent a civil service journal from disappearing. In point of fact, it is precisely this official character that we have sought all along to give *THE CIVILIAN*: to make it in every useful sense the organ of the C. S. Association, ready always to fight its battles and help forward its causes, without involving that body in obligations for which the time was not ripe. We think we may believe that our efforts in this connection have been almost as successful as if the association itself had held direct control of our policy.

But, as we say, the time may easily come when an arrangement of this nature may call for revision. It would be a supreme test of the place

which THE CIVILIAN has established. We mention it again because we foresee that inevitably, soon or late, some changes in the conduct of this paper from within must be considered. THE CIVILIAN came into being at a time when several matters of very great material interest were uppermost in the minds of the service. Some of these are now effectively laid. Others, we hope all, are on the way to being laid. We would like, therefore, — and in this we are but hoping to follow the example of the Civil Service Association itself — to come forward, with time, as regards our attitude to the outside public, into a less controversial atmosphere, less propagandist, less insistent upon the personal point of view. This paper should reflect the higher life of the service,—the service in the attitude of taking an interest in its work, and in improving and exalting its work for the work's sake. We would even become in our way a sort of technical journal, and having brought the material interests of the service to a point of safety, would leave off consideration of the loaves and fishes of our calling and turn to the higher joys which are in the nature of the work itself. But, as will be believed, to propose a matter like this is easier than to dispose of it. THE CIVILIAN is an amateur in journalism; can it achieve the results of a professional? We throw this out in the meantime, merely that our readers may not blame us for not realizing that our aim should be high, because our shots continue to fly altogether too close to the ground, as they must yet a while.

THE QUEEN'S EXERCISE OF PATRONAGE.

The subject of patronage in appointments and promotions in the

civil service has frequently been referred to in the editorial pages of THE CIVILIAN. It is quite comprehensible that a system of forty years standing may not be abolished by the mere appointment of a commission. Something more is required. Not so long ago the deputy head of a large department made the statement that no one in the service had a "prescriptive right to promotion." The possible applications of the word "prescriptive" somewhat cloud the significance of this sentence. It sounds somewhat inhuman, and yet it is the deliverance of a deputy head after the establishment of the Independent Commission, and having reference to questions which come within the purview of that commission. Does it mean that no matter with what long continued industry he plies his trade, and no matter how honourable and meritorious may be the products of his toil, the civil servant may be passed in his race for life by some favourite son of fortune? The words almost seem to mean that no civil servant has a prescriptive right to justice. It is safe to say that no minister of the present administration who analyses these words in even their least harmful significance but will admit the falsity and even the danger of such a doctrine.

As for the Ottawa service, appointments are being made from the outside world under section 21 of the Act. If it must be confessed that within the department concerned there is no man fit to fill a vacancy, it is nevertheless a fact that in a service of 2,800, a service admittedly overmanned in many spots, there are men who have served several times seven years and who deserve the legitimate and even the "prescriptive" rewards of virtue. In the English service, transfers from one department to an-

other are made as necessity demands, and such exchanges are frequently made out of respect for the feelings and the dignity of those who must perforce be passed over in promotion.

The above comments are inspired by the appearance of some hitherto unpublished extracts from Queen Victoria's journals as published in the London 'Times.' If the standards of the Great Sovereign were carried into effect in the filling of public offices in the Inside and Outside Services of Canada, the effect would be doubly felt in the happiness of the individuals and in the morale and efficiency of the whole government service. The transcript from the Queen's journal is as follows:

"The Queen's Exercise of Patronage.—In another important sphere of government she showed unremitting care. She scrutinized the exercise of patronage by public servants, and no appointment of serious importance, whether ecclesiastical, naval, military, or civil, could be made unchallenged by and unexplained to the Sovereign. The comparative inaccessibility of the Crown to ordinary influence was realized by the Queen, and her letters, full of heart-searching upon these matters of patronage, show how keenly alive she was to the nature of the trust she believed herself to hold for her people."

GOVERNMENT BLUE BOOKS.

Possibly not one person in five thousand reads the information to be found between the blue covers of the government publications. Notwithstanding this, it is not to be denied that much that is instructive and interesting is published in this way. Elsewhere in this issue will be found, under the heading "Papers and

Inks," an article reproduced from the report of the Department of Public Printing and Stationery, 1899, which is of especial interest, and which will be found to be well worth reading. It deals with the question of the permanency of books and of public records, and indicates what is to be avoided if future generations are to benefit by the knowledge which is to-day being committed to paper. The article is from the pen of Dr. S. E. Dawson, C.M.G., late King's Printer, who was assisted in his researches and experiments by Mr. F. Gouldthrite, the efficient Superintendent of Stationery.

TWO CONFEDERATIONS.

During the present month two events, alike in name if not in magnitude, are taking place, which are of immense importance to Canadians and to civil servants. The first took place on Wednesday evening last, being a celebration and a festival in honor of the establishment of the national parliament in 1867. The second takes place on the 29th of the month, and is a launching and a christening of the first national parliament of Canadian civil servants. Forty-two years hence a celebration of this event may be held. THE CIVILIAN extends its best wishes to the prospective Federation of civil servants, and hopes and believes it will accomplish all its founders anticipate.

* * *

An incident has been brought to the attention of THE CIVILIAN which offers at least a feature of novelty to the rumors of rake-off in regard to contracts for government supplies. THE CIVILIAN publishes, at the risk of libel suit, the particulars of this

newest phase of public scandal. An official in one of the largest departments gave a firm in the city an order for office supplies, the price being agreed for at 25 cts. per dozen. The goods were duly delivered, but when the invoice was received the price charged was 20 cts. per dozen, and the account was actually paid at that calculation!!!

CONFEDERATION.

Continued from page 711.

sion ends the government will be disposed to go into the question of superannuation seriously, and that the autumn session of the present year will see a bill or bills introduced. The case for the service should be got ready to the minutest detail, and embodied in a formal memorial against this contingency. The time is not too long.

Insurance.

Closely akin to superannuation is the subject of government insurance of its employees. It is one of the reproaches of the service that the extraordinarily cheap rates for life insurance up to the sum of \$2,000 which are at present at the disposal of civil servants have been taken advantage of to such an insignificant extent that one is both amazed and ashamed to state it in figures. This is due, of course, to characteristics inherent in human nature rather than peculiar to civil servants alone. The government's scheme has never been advertized, and life insurance is to an unexampled degree dependent on advertizing, and that of the most persistent and personal kind. But why should not the Federation do something to fill the want? Probably a

good half of those available for the insurance have never so much as heard of the plan. Not only should the Federation undertake this work of publicity, but it might fitly follow the lead of the Ottawa association in petitioning the government to increase the amount available to at least \$5,000, though it must be confessed that until some appreciation of the boon is displayed there is a difficulty in asking that it be enlarged.

The Income Tax.

Perhaps no single development in recent civil service history has pointed more clearly to the necessity for an organization embracing the entire service than the levying of a tax by the Province of New Brunswick on the incomes of resident civil servants. It is not a New Brunswick matter alone, as has been demonstrated by the promptness with which the City of Ottawa has followed the example, and with which other authorities are preparing to follow it. To-morrow, and every civil servant in the Dominion will feel the effect of the actions which have resulted. Yet, up to the present, what has the service done? It has left to a handful of men in the Maritime Provinces the whole brunt of the battle in this connection. The activity of the Ottawa association can scarcely be reckoned as an exception to this remark. The Ottawa matter, as is well known, rests on a different footing, and under certain conditions might properly be left to the local organization to deal with, though as a preliminary issue Ottawa is vitally interested in the New Brunswick decision as well. The point is, therefore, that an army of several thousand men, as things are at present, is resting idly in its tents, while a mere squadron is engaging the enemy at imminent risk of

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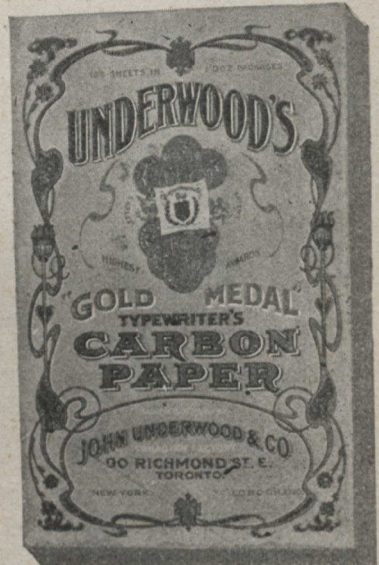
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a defeat which involves all. We do not mean to suggest as an alternative that the whole service should rush precipitately into this contest. It might conceivably happen that on full discussion the liability of civil servants to income tax might be admitted. But certainly the matter should be considered on a broader basis than it has been, and whatever action is determined upon should be backed by the united force of the service. The convention should decide exactly where it stands in the matter, and should take over the responsibility and expense from those who have borne more than their share of both already. The New Brunswick delegates and the Ottawa sub-committee which has had charge of the matter could render good assistance to the meeting in its discussion of this matter.

The Greater Result.

The above constitute a round half dozen definite subjects on which the federation might take counsel and action. Undoubtedly the list could be and will be extended. One of the best results of the convention will be the rubbing of minds it will engender, to the production of new ideas for progress and betterment. Let it not be thought that the suggestions above made run too uniformly in the mould of material benefits, or that they open upon a prospect of mere self-seeking as the programme for the new organization. Such a programme would be far from worthy, and it would not, even on a selfish basis, be wise. But as conditions in the service are at present, the opening stages of the movement upward must be for the correction of abuses. The abuses, as it happens, cannot be corrected from within, but by the government only. Till the merit system,

the relief of the economic burden, and superannuation are carried out, how can any effort looking to improvement from within receive serious attention? Nevertheless, that side of the question must be recognized as an obligation from the first. Much of the benefit of the federation will be the improved morale which it will gradually introduce into the service as the mere result of united action. But this should be more than an unconscious growth; it should be one of the most definitely recognized and sedulously pursued objects of the federation: how from within itself it may improve the quality of the work which the service renders to the people, its master, so that for every claim it puts forward it may have the backing of desert, and whether it puts forward claims or not it may have the consciousness of an enhanced self-respect.

At the moment, one idea is of paramount importance and should be thoroughly grasped by the convention. The federation is just as big a thing as the service chooses to make of it. In fact it is the size of the undertaking that on close inspection may prove its discouraging feature. But where the benefits are equal to the work this should be a stimulus to effort rather than an invitation to continued lethargy. It may be necessary in time to appoint a paid secretary whose sole duty shall be to study the needs of the service and organize the work of dealing with them. There are few bodies of like size that have not their agent. An official press organ is another desideratum. One can easily imagine a very successful civil service journal, granted a constituency of 7,500 and an editor able to devote the best of his time to it. Even THE CIVILIAN could put off its cloak of amateurism under

conditions like that. These are large ideas for the present; that, however, should not prevent them from being considered, and if necessary held up from the start as symbolising the goal toward which effort must be directed.

CIVIL SERVICE ASSOCIATION.

Because not much noise is being made, it should not be inferred that the executive of the Association is idle these days. As a matter of fact, a number of important matters are being dealt with. Since November, fifteen meetings of the committee have been held, and the officers have held seven or eight meetings in addition to these.

At a meeting held on the 15th instant, a letter was read from the Hon. Mr. Fisher in reply to the representations which have been made on behalf of the thirty-five officials who, on their transfer from the old to the new classification, found themselves without increase at the maximum of their various classes. Mr. Fisher's reply was to the effect that nothing could now be done. While this means that the executive has taken the last step it can take for the present, it may be assumed that further representations will be made in the event of the reorganization of the departments being effected.

The following delegates were elected to represent the association at the meeting of the Civil Service Federation of Canada, to be held in Ottawa, on the 29th and 30th instant: J. A. Doyon, G. S. Hutchinson, R. H. Coats, E. E. Stockton, J. M. Macoun, F. Grierson, and J. L. Payne.

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of the payment of the expenses of the delegates sent to Toronto on behalf of the Savings and Loan Society—was disposed of. Final action as to the steps to be taken to assist the society in securing the necessary amount of capital to enable it to do business, was deferred until the regular monthly meeting, to be held on the 29th instant.

THE SAVINGS AND LOAN SOCIETY.

Act of Incorporation.—Provisions not Wholly Satisfactory, but Sufficient for Present Needs. — Legislative Recognition of the Co-operative Principle a Modern Necessity. — In the Meantime, Conditions Must be Accepted, and the Good Work Furthered.

The Savings and Loan Society has at last obtained a general incorporation from the Ontario Legislature, as our readers know. What they do not know, however, is the precise terms of that incorporation, or the conditions upon which specific incorporation by supplementary letters patent may be gained. This needful information THE CIVILIAN proposes to supply—by publishing the short Act in full, and by commenting thereon and upon the situation in general.

A Serious Situation.

Although, as will be shown later, the Act itself is not well suited to the case of the society, the service has reason to congratulate itself upon having obtained recognition even to this extent. The society had to content itself with one of two practical expedients: either to get legislative recognition upon any terms from the

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Province of Ontario or from the Dominion, or to go out of business altogether. The latter course, whether the service realizes it or not, would be a calamity. There are among us a few of the old square-toed species who do not accept this conclusion. They think the tears do lie in an onion that should water that sorrow. But their attitude is unsympathetic, and, to be quite plain about the matter, is based upon ignorance. The vast majority of the service is of a different mind. They believe that the Loan Society should live, and, so believing, only one practical course remained, viz.: to attempt to procure incorporation. Now, had the Province of Ontario refused incorporation, as at one time appeared exceedingly likely, it is evident that the Dominion Parliament would have hesitated to do what the Provincial Legislature felt, no matter upon what grounds, to be improper, more especially as the question would be held to be one of Provincial jurisdiction and concern, rather than of Federal. Thus, the final hope of the society would have expired.

But this outcome was averted, although narrowly averted. The society's Bill had the warm support of influential men in the Legislature, but unfortunately it also encountered the opposition of those within whose special province the matter lay,—a more serious affair. The Inspector of Loan Corporations reported most adversely. His attitude, while officially more or less potent, was, and still is, that of a man whose mind has been sealed for many years. While it might prevail temporarily, it could never in the long run stem the tide of modern ideas. Nevertheless, it compelled the service to take action in ways that

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in other circumstances would have been unnecessary.

Prompt Action of the C. S. Association and of Individuals.

In our last issue we gave an account of the intervention of the association, and of the good service that a few individuals rendered. The association is entitled to much credit for having again demonstrated its capacity to recognize what deserves to be supported. The local members for this constituency are entitled to gratitude, and those of our own number who made such strenuous and successful efforts cannot be sufficiently thanked. Messrs. Desjardins, McNeill and Payne have set us all an example. Mr. Desjardins, indeed, is ever ready when such a work as this is in hand. He has done better service in the co-operative cause than any other man in America, and he will yet do much, for much remains to be done. The efforts put forth were at last sufficient to save the day, and the society obtained an Act which, whatever its demerits from our special point of view, is much more liberal than we had reason to expect. For this, let us give due credit to the Provincial Government. They dealt fairly with us to the best of their knowledge.

The press also came to the rescue, and did yeoman service. The Ottawa papers, knowing the circumstances, were in sympathy with the society from the beginning; and, in the hour of stress, the press of Toronto came out strongly in our favor. The Mail and Empire, the Globe, the News and the Star all dealt with the matter editorially. Their utterances are explicit, clear-cut expositions of the co-operative aim, although rather too much taken up with the particular

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case of the service—a mistake that we ourselves may have been guilty of also. The inevitable campaign that must soon be waged for recognition of the general principles of co-operation will take us into a wider field.

Text of the Act.

With these explanatory observations, we now give the full text of the Act of Incorporation:

AN ACT TO INCORPORATE THE CIVIL SERVICE SAVINGS AND LOAN SOCIETY OF OTTAWA.

Whereas Frederick A. Acland, F. R. E. Campeau, Henry LeB. Ross, W. A. Code, E. Bouchette, M. D. Grant and A. McNeil officers of the Dominion Civil Service, resident at Ottawa have by their petition prayed that the members of the said Civil Service be enabled to organize and incorporate as a Society to be known as The Civil Service Savings and Loan Society of Ottawa, for the purpose of promoting saving and thrift and avoiding the payment of excessive interest on small loans.

Therefore His Majesty, by and with the advice and consent of the Legislative Assembly of the Province of Ontario, enacts as follows:

1.—(1) If at any time within two years from the passing hereof it is established that permanent capital stock to the amount at least of \$30,000.00 has been subscribed for purposes of a Society to be constituted and incorporated under the name of the Civil Service Savings and Loan Society of Ottawa, and that at least \$4,500.00 has been paid on the said subscription into a chartered Bank of Canada to the credit of the said proposed Society, the Lieutenant-Governor in Council may thereupon under *The Loan Corporations Act*, grant letters patent of incorporation incorporating the said Society as a Loan Company within the meaning of the said Act with an authorized permanent capital stock not exceeding \$300,000.00; provided always that the capital stock of the said Society shall consist wholly of fixed, permanent and non-withdrawable stock and that the said Society shall not issue terminating stock or shares.

(2) The fee payable by the Society to the Provincial Treasurer in respect of incorporation, including initial registry for a full year, shall be \$25 00, in other respects the fees payable by the Society shall be as provided by *The Loan Corporations Act*.

2. The said Society after incorporation and registry shall have the right to receive money

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on deposit to an amount not exceeding at any time one-half of the amount then paid in on the capital stock of the Society.

3. In all matters except as otherwise expressly enacted herein, the powers, rights and duties of the said Society shall be regulated and governed by the said *The Loan Corporations Act*.

Although the society has thus secured a charter, it cannot obtain registry or the right to continue transacting business until it has complied with the qualifying conditions. These, fortunately, have been made easy, and the society should experience no difficulty in complying therewith fully in the near future. But while the Province has made every concession that it felt itself at liberty to make, the dominating idea underlying the privileges granted is that which has been applied to commercial loan corporations. Between such corporations and co-operative financial bodies there is a great gulf fixed, and it is the failure to recognize this due and proper distinction—a distinction that has been freely recognized by all the important countries of Europe and by some countries on this continent — that constitutes the great drawback to enterprises of such character in this country. There are many signs that this state of affairs cannot last much longer, and when the time comes for a strong popular movement in this regard the service should be prepared to lend an effective hand.

Conditions of Obtaining Specific Incorporation.

It will be seen from the text of the Act, that the main condition is as to capital: that it shall be permanent and non-withdrawable. Therein lies the point of greatest departure from the proper principle to be recognized in such a society as ours. But such a condition having been imposed, it cannot be denied that it has been

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made sufficiently light. \$30,000 subscribed and \$4,500 paid-up capital is certainly not excessive. That amount we should have no difficulty in securing speedily, and, indeed, fully one-half of the requisite paid capital (excluding deposits of sister service societies) is now available. The further condition that deposits may be received to the amount only of one-half of the paid-up capital is, however, likely to prove very restrictive in actual operation. Here, again, is a marked contrast to the absolute freedom in this respect permitted under European regulation, and under the law of the Province of Quebec.

Nevertheless, the usefulness of the society is not for the present much endangered, although that is due to its youth, and it will soon outgrow its already tight-fitting garments. But the point for all to remember is that we must, as practical persons, accept practical conditions until those conditions can be altered. The present duty confronting us is that we get to work and obtain the necessary subscribed and paid-up capital. Having these the society may obtain incorporation under the Loan Corporations

Act by letters patent. That done, the society's work may be continued, and new plans *formulated* at leisure.

TO STAMP OUT USURY.

(Toronto Mail.)

All efforts to stamp out the usury evil are highly commendable. Certainly those now being made by the civil service at Ottawa to get rid of the plague ought to be encouraged. For years the service has suffered from this serious wrong. Some unfortunate, faced by a sudden call for money, owing to affliction or other emergency, has borrowed from the only lending agency open to him. The result has been a fearful rate of interest, great personal loss, and ultimately disaster.

Some of the more active men in the service have come to the conclusion that the best cure for the money-lender is the encouragement of thrift, and the establishing of a rational agency for the assistance of those who find it necessary to borrow. As a consequence, the Civil Service Co-operative Savings and Loan Society has

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been devised. Through this organization the clerks are to be enabled to lay aside small sums, and in time of need to borrow at the rate of 7 per cent., with the privilege of repaying on the instalment plan. The idea is most excellent. It suggests the advantage of saving, and it makes the getting out of debt easy. Our general law does not provide for the establishment of small co-operative organizations of a financial character. It contemplates, rather, large savings and loan companies, with extensive capital. For this reason the civil servants have to come to the Legislature for a special Act giving them the right to unite in this work, and to collect and loan out their own money among themselves.

That the measure will be passed by the Legislature is sincerely to be hoped. The Assembly cannot be bet-

ter engaged than in helping people to help themselves. It cannot make a greater mistake than such as is involved in the refusal of legislation that is calculated to correct some great evil. Properly safeguarded, the application of the co-operative principle will abolish the usury trouble at Ottawa, and that is an end which the representatives of the people would do well to promote.

ENCOURAGE THRIFT.

(Toronto Star.)

The laws of the Province of Ontario are made for the benefit of the inhabitants of the Province, and when a special Act is asked for in a special case, the application should be dealt with on its merits. We may be guid-

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ed by the general Acts without being enslaved to them.

A deputation from the civil servants at Ottawa has applied to the Legislature to legalize a self-help organization they have formed among themselves. Quite a sensation was caused not long ago by the exposure of the rank usury practised at the Capital among those who served as money-lenders to the salaried employees of the Dominion Government. It is not illegal to borrow, nor is it illegal to lend. A man may either borrow or lend without reproach, and the business of the world depends largely on such transactions for the smoothness with which it works. There is no man on a salary or with a fixed income who may not find himself in the position where he needs to borrow some money, which he will pay back as he can. His need may be due to illness in his family, or it may be because he has purchased a house, or bought a lot on which he will build a home when he can. But the salaried man who wants a small loan cannot get it from a bank or a loan company. The loan he asks for is not worth while; he must borrow from some one who will lend to oblige him, or he must go to the usurer. So, many of those in the civil service at Ottawa conceived the idea of helping themselves and each other by banding together and creating a fund from which loans could be made at seven per cent. per annum. Each member pays five dollars for one share, and no member can hold more than twenty of these shares. No loan can be made to any but members. The officers serve without pay, and decide what loans shall be made and at what rate it shall be paid back. In short, it is an organization that encourages thrift, protects salaried men from usurers, and yet enables them

to borrow those small amounts that they may badly need at one time and can readily repay at other times.

The general Act is quoted against this application. The applicants are told the general Act governing such matters calls for a deposit with the Government, so much subscribed capital and so much paid-up capital. But the general law has no real bearing on the application in question. The world moves, and new demands arise every time the world makes its journey around the sun. This is a question of self-help, of co-operation between individuals, who are so placed that they have needs in common. Good sense approves their request. Thrift should be encouraged; not thrift, but usury and waste, should come under the frown of those who control the laws. These people do not desire to do a loan company business or compete with any existing concern; they desire to be helpful to each other.

This is not a thing that should be opposed, but heartily encouraged, although there should be such inspection and regulation as are always necessary where funds are in question.

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CRIPPLING THE USURER.

(Toronto News.)

The Private Bills Committee of the Legislature need have no hesitation in passing the measure incorporating the Civil Service Co-operative Savings and Loan Company. The bill is designed to meet a real and crying evil. Ultra-conservative views of a routine permanent official should not be allowed to stand in its way.

The situation is this. In the inside civil service at Ottawa the usurer finds rich pasture and a happy hunting ground. The Federal legislation of two or three sessions ago restricts his operations, but does not suppress him. He finds means of evading the Act, and his victims amongst the members of the civil service are not

few. Experience elsewhere has shown that the most effective way in which to fight the money shark is to provide the small borrower with facilities whereby he may obtain accommodation in time of need or emergency.

It is idle to argue that all men should live so economically as to lay up out of their current incomes a surplus against the rainy day. Some people with small salaries find it impossible to save anything out of them. Or they are overtaken with long and expensive sickness or other calamity before they have time to accumulate a nest-egg. The occurrence of two or three deaths in a family, with the necessary funeral expenses that follow, will sometimes drive the man of small income to the usurer for temporary aid.

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The bill should not be defeated because of the restrictive clauses of a general Act passed years ago, before an application such as the present one was ever thought of or contemplated. The promoters are willing to submit to any regulations which the committee may prescribe. There is also this reason why the bill should pass the Legislature. If it is defeated such defeat may be accepted by the Ottawa Government as an abdication of Provincial rights, and as a declaration that such matters lie within the jurisdiction of the Dominion. When Mr. Monk's co-operative bill was before Parliament the Provincial Government opposed the measure on

the ground that it was an invasion of local rights.

THE INCREASE TO THE OUTSIDE SERVICE.

The Bill to increase the salaries of the messengers, porters, letter carriers, mail transfer agents or box collectors, fourth class clerks, stampers and sorters in the outside division, received its first reading on the 14th instant.

The officials who will benefit by the new Bill number 1,496, and the amount involved is \$217,880.50.

The Hon. Mr. Lemieux, Postmaster General, in introducing the Bill, stated that it was based on the report made to the Civil Service Commission by Mr. Geo. Ross, Superintendent of City Post Offices, and on the reports of the higher officials of the Post Office service.

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ATHLETICS.

This is the golden era; it is also the age of anomalies. There are anomalies in the Civil Service and out of it. We are so free and independent and liberal-minded that to adhere to rules savors of slavery and bigotry. The annual meeting of the Shamrock Athletic Association of Montreal has recently been reported in the press. This association embraces two branches of sport, lacrosse and hockey, the players of which are all professionals. Yet it heralds itself forth in illuminated type as the Shamrock *Amateur* Athletic Association. From British Columbia the news comes of the managers of lacrosse clubs asserting that all their players while assuming to be amateurs had received payment for their services. These lacrosse clubs have now joined the *Amateur* Athletic Federation of Canada, where they will be made to feel at home and allowed to make money and to profess love.

* * *

The Athletic Federation of Montreal, it will be remembered, is the body which indulges in the time-evading pastime of mixing oil and water, or to state the fact instead of the figure,—love and money. An incident culled from the confessions of a young lady will illustrate the luck the federation is likely to have in this pursuit. This vivacious young lady had played the same tune upon the

Aeolian heart-strings of two young men, and to both had promised marriage. The young men, having advised each other of the circumstances, called upon the young lady together. When the lady's maid brought the callers' cards, the consternation was indescrivable. Upon having the situation explained, the maid suggested that she should inform the callers that the young lady was prostrated with grief on account of her father having recently lost all his money. The lover who remained after hearing this news was to be her final choice. But when the maid delivered her message both lovers precipitately fled.

* * *

The Civil Service bowlers are great entertainers, boon companions,—and expert politicians. By a slight turn of the wrist they have taken possession of the executive of the Athletic Association. In doing this it is not suspected that the bowlers had any grievance which their election is intended either to revenge or correct. On the contrary, bowling is the best established branch of the association, and last year's expenditure on its behalf far exceeded that of any other year. What, it may be asked, will be the effect of the election of so many bowlers? It cannot be that the bowlers intend to introduce the Inquisition with the object of converting the votaries of other pastimes to abandon their adopted faith,—and bowl. No, the interest and enthusiasm the bowlers have evinced constitutes one of

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the most promising signs of the times.

The department of bowling fills up the interstices and rounds out the membership of the C. S. Athletic Association. There are some members of the service who do not play cricket or tennis for physical or temperamental reasons; others do not wish to play amateur hockey, football or lacrosse because they do not need the money. All such may join the association and retire to the bowling-green for necessary relaxation from their accustomed duties. Vice-Admiral Drake left the bowling-green to join the fleet which drove the Invincible Armada from the shores of England, and who knows but that the even balance of mind derivable from the game of bowls may have played a part in that great sea-captain's career.

If the followers of the other branches of sport in the association

woke up the day after the election to find their interests but meagrely represented in the forthcoming executive, they should abuse their own lukewarmness rather than accuse the laudable enthusiasms of the bowlers. The bowlers have clearly solved the future of the athletic association. It only remains for the rest of the members to evidence a like warm interest in the affairs of the association and all things are possible.

* * *

At a meeting of the executive of the C.S.A.A.A. held on Wednesday evening, 15th inst., the following chairmen of sub-committees were appointed:

Association football—H. M. Blatchley.

Cricket—W. T. Wilson.

Field and track athletics—F. Grierson.

Lawn-bowling—G. A. Lindsay.

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Membership—R. W. Morley.

Quoits—L. G. Bowker.

Tennis—F. M. Shannon.

The Grounds committee for the year will be: W. T. Urquhart, F. Grierson, R. P. Brown and C. S. Birtch. A committee to purchase a lawn-bowling challenge cup for departmental matches was appointed, and a committee on revision of the constitution was appointed consisting of W. T. Urquhart, W. T. Wilson, J. L. Payne, A. H. Brown and R. W. Morley.

Fifteen applications from new members were accepted

A sum not to exceed twenty dollars was placed at the disposal of the sub-committee on athletics for the purpose of encouraging harrier-running. The important subject of athletic grounds for the association was placed in the hands of a provisional committee with instructions to review the situation and to nominate at a future meeting five men to form a permanent committee.

* * *

The C.S.A.A.A. opened its first season of harrier-running on Satu-

day afternoon, starting from the Protestant Hospital. The hares were D'Arcy Finn, Frank Steers and W. Slade, and over forty runners followed in swift pursuit after giving the hares ten minutes' start. Professor Shortt, who fired the starting gun, thought the turn-out was satisfactory for the first day. The pack looked very pretty winding up through the incline across the Rideau river. The hares escaped being eaten up by the rapacious hounds. After a 37 minutes' run, Joe Gorman of the Post Office Dept., came along Waller street to the finishing line at a great pace. The first sixteen finished as follows: J. Gorman, G. H. Davison, H. Thibault, D. Wright, M. Pasch, E. Lefebvre, O. Theriault, R. Girouard, E. B. Nagle, H. Glen, E. G. Burrel, Chas. Forest, J. Campbell, E. Bouchette, W. H. O'Halloran.

Next Saturday each runner on arriving at the finish will be handed a card having on it a number to indicate his order of finishing. The runner will write on the card his name and department, so that a register will be kept of each department's contribution to the success of the

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runs. The committee will likely decide to close the season with a championship run and departmental team race.

Many departments failed to materialize with even a single entry. The East Block, which contains the vaults holding the millions of moneys and securities belonging to the Dominion, and whose custodians should be swift and strong, was not represented. Sir Frederick Borden will be surprised to learn that not one of his department, not even one of the headquarters staff, felt strong enough to use his legs for thirty-five minutes. The Department of Agriculture might most appropriately have taken part and the runners could have brought on their shoes to Mr. Fisher, valuable exhibits of the subsoil of a score of farms. The Post Office Department sent the largest number of runners. The particulars as to the run next Saturday will be announced in the public press.

* * *

Bowling.

Civil servants made a great showing in the recent bowling tourney at the O.A.A.C. A special class was

made for the service, but it will be noticed that the scores made compare favorably, and in some events surpass those made in the All-comers'. The rules and conditions in some events were confusing to an extent which has led to many misunderstandings. As a result Mr. E. H. Allen, of the Interior Dept., who showed remarkable form, making the cross alley score of 583, and a single string of 244, gets no credit in the final result, owing to some misunderstanding in connection with the entries. The complete result follows:—

ALL-COMERS' CLASS.

5 man team—	
1st—O.A.A.C.	2366
2nd—43rd Rifles	2356
3rd—Civil Service	2309
3 man team—	
1st — Independents, Rogers, Ashfield and Lind- say... ..	1567
2nd — Am. Bank Note, Munro, Flegg and Mason... ..	1539
2 man team—	
43rd Rifles, Shore and White	1106
Canucks, Darling and Gard- ner (M.A.A.A.)	1080

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Individual cross alley—	
43rd Rifles, Ashfield... ..	554
Canucks, Gardner... ..	554
Single strings—	
St. Patrick's, Foley... ..	228
Canucks, Holmgren... ..	223

CIVIL SERVICE CLASS.

3 man team—	
1st—Groulx, Archambault, Hughes... ..	1624
2nd—Blair, McKnight and Payne... ..	1440
2 man team—	
Bain and Douglas... ..	1101
Hutton and Patterson... ..	1053
Individual cross alley—	
1st—Groulx... ..	574
2nd—Allen... ..	548
Single string—	
1st—Bain... ..	224
2nd—Hutton... ..	209

BAIRD CUP.

For the highest cross alley score made during tournament—

Archambault, Civil Service, tied with Shore, 43rd Rifles, with 577 each. In the play-off, Shore won the cup with a score of 527.

CORRESPONDENCE.

We do not hold ourselves responsible for opinions expressed under this heading.

To the Editors of THE CIVILIAN:

It gives me great pleasure to add a few words to the many expressions of appreciation you are now receiving. THE CIVILIAN is no longer an experiment. It has made good. Why, the day of publication rivals the fifteenth. To it, I think, is due in a marked degree the esprit de corps now prevailing throughout the service. This has been a history-making year in the service, and no doubt many would like to preserve our paper in a more permanent form, for this year at least. Would it not be a good idea to arrange with some firm to bind them in a uniform style at a reasonable price?

With best wishes for your continued success, I am,

Sincerely yours,

D. McR. MINARD.

Public Works Dept., Ottawa, April 17th, 1909.

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