

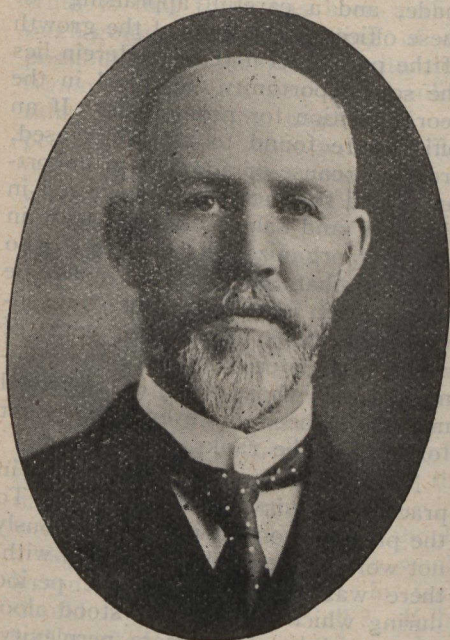
THE CIVILIAN

VOL. I.

SEPTEMBER 25th, 1908

No. 11

THE COMMISSIONERS.



Professor ADAM SHORTT.



Mr. M. G. LAROCHELLE, K.C.

The Gordian Knot.

The Re-organization impasse.—The question de jure and de facto.—To cut the Knot.

The reorganization hangs fire. What it is really to mean for the service is as dark a mystery as ever. The methods that are in the end to prevail, the interpretation that is finally to be given to the pertinent clauses of the Act, remain unknown. As usual in any matter of profound interest, there have been many rumours, most of them far from reassuring, especially in that they seem to show the lack of any new, definite or uniformly-guiding principle at work. It is high time, therefore, that civil

servants should make shift to obtain an insight into the real meaning of the situation. There is no tangle of the kind that cannot be unravelled by clear thinking, by calling things by their proper names, followed by proper action. The solution may not be forthcoming all at once, but the challenge of the present is too direct to warrant further delay in an honest attempt.

What, then, has happened to the reorganization? Has anything gone wrong with the machinery provided for the task or with those who are op-

erating that machinery? Or is the fault with the civil service in misunderstanding thus far the essential nature of what is taking place? Has the service been expecting too much, and therefore something that is not going to happen?

Some Delusive Hopes.

In answer to any enquiry of this sort, we would say very plainly that in our view the majority of civil servants, in the reorganization matter, have been hugging a delusive hope. To almost every one the thought has occurred, if it has not been given a lodgment, that he or she might benefit financially in the new definition of offices. Clearly, however, that must be impossible. On merely practical grounds, it would be foolishness to suppose that if the government could not entertain the thought of a general increase in July last it might now carry out the same thing under a different name. The reorganization cannot be made to take the place of the increase which was the first and well-founded desire of the service. It would be a pity, even, if it could, for the two are absolutely distinct, and any confusion on the subject would eventually work injury to the service, no matter what might be the immediate gain to some. This is a sad thought to emphasise, but there is no comfort in living in a fool's paradise.

The Reorganization.

That, of course, is only one side of the matter. It disposes only of a misapprehension. It does not preclude the fact that a reorganization, based on altogether other considerations than the claim of the service to an increased schedule, is strictly enjoined by the Act, and has actually been undertaken in the majority of the departments. It is with the impasse apparently reached in this phase of the developments that we wish more particularly to deal to-day.

De Jure and De Facto.

renders possible in this connection.

Every one is aware of what the act It is perfectly understood that an automatic transfer from the old to the new must first be effected. No less, however, is it enjoined that a definition of the duties and clerkships of the various departments is to be made, and a careful appraising of these offices in the light of the growth of the past several years. Herein lies the sole opportunity contained in the reorganization for promotions. If an office were found to have increased, from one cause or another, in importance, and the fact were recognized in the rank and salary attached to it in the new organization, the clerk who occupied that office might justly be supposed to be eligible for the advancement thus opened up, with, of course, the later consent of the commissioners, whose seal of approval must be placed on every movement forward in the ranks.

Now, how has this worked out in practice? It is a sorrowful tale. To the present moment it has notoriously not worked out at all. To begin with, there was an unconscionable period during which the deputies stood aloof from their task in mere perplexity. Then, with the dawn of light, there was the feverish activity of the first weeks of September. Then came a lull, and after that a pause. We are still in the midst of the absolute silence of that final pause.

The explanation is simple. The reorganization, being a question of money, has fallen foul of the Treasury Board. The Treasury Board, it is said, will not meet for a month or more. When it does meet it will probably cast a stern eye over the whole account, and we would advise that no one spend the increase of which he may have hopes until he sees it in his pay cheque. For the present the deputy ministers are the only ones thus favoured, and a hundred things may happen to prevent the contagion from spreading. The civil service as a rule has been paternally safeguarded from diseases of that nature.

The Weak Point.

But this is not the real weak point in the reorganization matter. The real weakness is of a far more serious nature than a few weeks' delay. It strikes at the very root of the whole purpose of organization. The plain truth is that there has been a thorough-going misunderstanding of the possibilities of the present situation. Again the service has been calling things by a wrong name, and expecting something that will not happen. In childlike innocence it has always assumed that when the date of September 1st was passed, the spirit of things had, as if at a magician's word, changed, abruptly and wholly, in the civil service. But why should that be so, except in matters where the changed law visibly governs. The reorganization is left absolutely in the same hands, amenable to the same influences, and working by the same methods as in the days before the reform of the service was ever dreamed of. Why should a deputy minister unlearn the whole lesson of the past? Why, in fact, should he reorganize at all? If he had wanted to, he might have done so at any time he pleased. He has no powers to-day that he had not a year ago. Why should he care to do to-day what he did not care to do before? What real motive has he, beyond the mechanical command of the Act to commit his scheme of government to paper? If a clerk found it impossible to have his work recognized, or perhaps even a deadly injustice corrected, in the past, how shall he obtain recognition to-day? And if in days past he found the key that opened every door, will not the same door yield to the same persuasion to-day? The truth is that it has yet to be demonstrated that any new opportunity has been offered to correct the weaknesses of the present organization. In any event it has not been an equal opportunity to each and all in the ranks of the service. In other words it has not proved thus far the

reorganization on merit alone that it was promised to be. Thus the discontent of the service deepens, as the movement from which so much was expected takes the same primrose path as the increase on a previous notable occasion.

The Solution.

Now as to the solution: There is only one solution. There will never be a real or finally satisfactory organization of the civil service until it carried out in absolute freedom from the influences that have been the evil genius of the service throughout the whole of its past. There is a clause in the Act (section 10) which permits the commissioners upon the request of the head of a department with the approval of the governor-in-council to investigate and report upon the organization of a department, the conduct and efficiency of its officers, clerks and other employees, and any other matter relative to the department. Herein, it seems to us, is the way out of the present difficulty. Let the commissioners be called in to deal with this question of reorganization. Does the plan sound drastic? The more it is thought upon, the more will it commend itself. For, consider the advantages, immediate and remote, of such a step. In the first place, the commissioners would bring new, unprejudiced and unconventionalized minds to the question. Again, they would deal with one department as with all, and with each clerk as with every clerk. Deputy ministers and ministers, no matter by what common principle bound, differ in judgment, temperament, and a thousand other ways, and cannot act with uniformity in a matter like the present. To the commissioners themselves it would bring at the very outset of their tenure of office a wealth of information and experience that would establish them once and for all in a position of supreme authority on all questions pertaining to the service. To the service itself it would bring the content that lives in the knowledge that impartial

justice has been done at last in at least one very important particular. And to the country it would bring an efficient and scientifically equipped and organized public service. What if the work consumed a year or two years! Sooner or later it must be done in just such a way. There will be no abiding rest for the civil service problem and no full fruition of civil service reform until it is. If this is to be the final outcome we may well rejoice that present efforts have achieved no more. Doubtless ten years hence the condition of the service in any case will have greatly improved. The system of good appointments alone will work wonders in time. But if the situation is to be dealt with now, as it should be, we see no other way than that we have indicated. The Gordian Knot cannot be unravelled; it must be severed at a blow.

CIVIL SERVANTS AND THE INCOME TAX.

The Civil Service Association Takes Steps to Protect the Interests of its Members—An Appeal to be Taken to the Court of Revision.

The Civil Service Association has determined to institute legal proceedings, on behalf of its members, for the purpose of resisting any attempt which the city may make to impose a tax on the incomes of employees of the government.

This was decided at a special meeting of the Executive Committee, held on Monday evening last, when the report of the sub-committee, which has charge of the matter, was considered and adopted, and the committee authorized to retain the services of a lawyer for the purpose of arranging for an appeal to the Court of Revision.

The committee was also instructed to make the necessary arrangements for the correction of any errors which are found in connection with the assessment notices sent out by the officials of the city. Full details as to the methods to be employed for this purpose are contained in the circular letter which was distributed to the service on Wednesday, and it is hoped that the steps taken in this direction by the Association will be the means of preventing any of its members being subjected to the trouble and inconvenience of a personal visit to the city hall and, possibly, of an individual appeal to the Court of Revision.

It is expected that an arrangement will be effected whereby a test case will be argued before the Court of Revision for the purpose of determining whether the city has the right to assess, or the power to collect, the proposed tax. The grounds upon which the Association bases its contention that the city does not possess this power will be found in the report of the committee, which is, by request of the Association, published in full.

Report of the Taxation Committee.

To the President and Members of the Executive Committee of The Civil Service Association of Canada:

The Committee on the Taxation of Civil Servants Incomes begs to report as follows:

Considerable preliminary work was done early in the year as a result of which copies were obtained of the judgments in the Leprohon case, the case of the town of Cobourg vs. McColl, M.P., and the case of the town of Gananoque vs. Taylor, M.P. A copy was also obtained of the by-law of the city council confirming the agreement with the government, whereby the city agreed to desist from any further attempt to collect an income tax from employees of the government.

A number of questions touching

the probability of the tax being imposed and the probable procedure of the city in case it was imposed were submitted to the city council through the kindness of Ald. Foran. A list of these questions, with the answers of the Assessment Commissioner and the City Solicitor, have already been furnished the members of the Executive and were published in the daily papers in April last.

Copies were also obtained of all papers in connection with the appeal of the Civil Service Employees of the City of St. John, N.B., from the decision of the Supreme Court of New Brunswick to the Supreme Court of Canada. Judgment has not been given in this case as yet and inquiry at the Supreme Court Chambers, on Friday last, elicited the reply that the judges were engaged in preparing their opinions and that it is expected that this decision will be one of the first to be handed down when the court resumes its sittings.

As the judgment of the Supreme Court in the St. John case will establish the liability or non-liability of employees of the Government of Canada to pay taxes on their incomes, it will, of course, determine, in a large measure, the procedure to be followed in connection with our case. Your committee is of opinion, however, that even in the event of the decision of the Supreme Court being an adverse one, the city will still be prevented from collecting this tax by reason of its agreement with the government. That this is also the opinion of the government is evidenced by the letter of the Hon. Wm. Pugsley, Minister of Public Works, addressed to the city council in June last, in which a protest was lodged against further proceedings in this direction.

The determination of the city to attempt the collection of the tax has been confirmed, however, by the distribution of notices of assessment to all civil servants not exempt under the statute.

As soon as your committee learned

of the distribution of the assessment notices, the officials of the Department of Justice were consulted. Their advice was to the effect that the Association should employ a lawyer and place the matter in his hands with a view to having an appeal taken to the Court of Revision.

At this stage an unfortunate complication was discovered. It appears that in a number of cases individuals who are exempt under the statute have been assessed. In other cases there are errors in the amounts levied, while clerical errors, of more or less importance, appear to be quite general. It was at first thought that it would be necessary to have an appeal made in each of these cases, but on consulting with Mr. Stewart, the Assessment Commissioner, who was most courteous in his dealings with the committee, it was learned that errors of this nature could be corrected, prior to the 1st of October, by the Commissioner himself. Mr. Stewart suggested that a report of all such cases be made, at once, by the parties affected, to your committee, and that the committee then take the matter up with him, he undertaking to make the necessary corrections in all cases where the contention as to errors could be established.

It was further learned that an arrangement could probably be made with the City Solicitor whereby a test case could be argued before the Board of Assessment Commissioners as to the power of the city to levy and collect the tax. Your committee was advised to consult with the City Solicitor upon this point, but deferred doing so until the question as to the employment of legal assistance was decided and further instruction from the Executive received.

In view of the foregoing your committee begs to recommend as follows:

1st. That authority be given to engage the services of a competent lawyer who shall be instructed to enter an appeal against the assessment upon

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Ottawa, Sept. 25th, 1908

THE INCOME TAX.

Apart from the reorganization, which is now beginning to assume the aspect of an old friend, and on which we have tried to throw some light of the present in our opening article to-day, the most important development of the past two weeks has undoubtedly been the advance by a stage of the civil service income tax question. About the middle of the month a considerable number of civil servants in Ottawa received a notice from the assessment commissioner to the effect that their incomes had been assessed, this being the first definite move on the part of the city in the long-rumoured campaign. Some doubt was felt on the part of individuals as to the procedure that should be taken, and a special meeting of the Association was accordingly held to suggest a plan of action that would be uni-

form and that would best safeguard the rights of civil servants. That plan has been already announced to the service, but for the benefit of such as may not be informed a special statement in the matter is published in another issue. We would earnestly recommend that the course therein prescribed be carefully carried out by all.

On this whole subject of the income tax, it is essential that the attitude of civil servants should be clearly understood by the general public. No civil servant has any wish to shirk, in the smallest degree, any part of the burden that properly belongs to him as a citizen of the community. As a matter of fact, the civil service is preparing itself at the present moment, in a spirit that was never before seen in its ranks, to play an increasingly important part in the general life — a part which in many respects is one of unique opportunities, but which would be impossible if based on any other principle than one which commends itself to the self respect of the service and the complete respect of others. The statement of the civil servant is, not that he is seeking to avoid a tax common to all other citizens, *but that he is already paying it.* By specific bargain between the government and the city of Ottawa, the tax on civil servants' incomes is paid by the government in the form of the up-keep of certain streets and bridges. This applies to residents of Ottawa alone, but even if no such agreement were in existence the terms of Confederation make it clear that the salaries of employees of the Dominion were fixed on the assumption that no deductions were to be made by provincial or municipal authorities, but that the tax should be regarded as paid in the general functions of government discharged by the Parliament of Canada. Herein lies the distinction between the Canadian and the Australian case. In Australia the power is specifically conferred upon the legislatures of the several states to as-

sess the incomes of the officers of the Commonwealth, and the salary scale, therefore, it is to be presumed, was drawn up with this contingency in view.

The present situation will do good in any issue if it serves to emphasize in the minds of civil servants the need for a perfect appreciation of their place in the community. We have spoken of this often and we intend to return to the theme from time to time as occasion warrants. When the municipal elections arrive, for example, it would seem high time for the service to ask itself if its representation in the city council is on a proper basis. But as this is a large and many-sided question, it would better bear discussion as a separate issue.

CIVIL SERVANTS AND CIVIC POLITICS.

An invitation to civil servants to prepare for an active participation in the next civic elections in Ottawa comes from the city hall in the form of an announcement to the effect that government employees are expected to make an additional contribution to the revenue of 1909 to the extent of \$25,000.

THE CIVILIAN believes that this invitation should be accepted.

As pointed out in a previous issue, the lesson of the past year for the service has been that of self-dependence. The service is acquiring the habit of looking after its own interests. It is feared, however, that the public has not awakened to a realization of this change. The service had a lesson to learn; it still has one to teach. Hitherto the public has appraised the service at the value which the latter has set upon itself. The time has arrived for demanding a new standard of valuation.

Here is a practical method of demonstrating the influence of the ser-

vice in the community. If, at the close of the polls on next election day, civil servants are found to have united in support of the candidates best fitted to serve the city's interests, a lesson—far-reaching and permanent in its results—will have been taught.

Numerically the voting-strength of the service is great. The new lists will contain the names of approximately 2,000 civil servants. Of this number many are already heavily taxed by reason of their being householders, and, if the efforts of the city to enforce payment of the income tax are successful, fully 40% of the revenue derivable from this source will be contributed by civil servants.

This, in itself, is a sufficient reason for taking a practical step in the direction of ensuring an efficient administration of civic affairs. Civil servants have an indisputable right to demand that their contributions to the exchequer shall be prudently expended. They have but one way to enforce that demand.

While the civil servant owes it to himself to take an active interest in these matters he owes it to the community as well, and in this instance he has the opportunity of setting a much-needed example. The oft-repeated lament that our best citizens do not aspire to seats at the council board finds its true source in the lethargy and indifference of the great mass of ratepayers. An active and intelligent demonstration of a sense of the responsibilities of citizenship on the part of civil servants will have a most beneficial result in demonstrating the means whereby an efficient civic administration can at all times be secured.

An opportunity, we are inclined to believe, is afforded in this connection for effective work on the part of the Association. A sub-committee of the Executive should be appointed charged with the duty of acquiring information as to the men and measures that are at issue and of preparing a statement of the methods best calculated to pro-

fect the interests of the service in its dealings with the city. Before the elections take place the Executive might be in a position to make a pronouncement to the service giving a resumé of the information which has been acquired, setting forth its views upon the subject and, possibly, endorsing the candidature of some of the aspirants for public office.

THE CIVILIAN has some views of its own in this connection. These we propose to lay before our readers at a later stage. In the meantime we commend a careful consideration of the subject to the large and intelligent body of enfranchised civil servants, inviting them to use our columns for the purpose of expressing their opinions with reference to the matter.

CONFEDERATION.

No more than the first degree of progress has been announced in the negotiations under way for the confederation of the civil service. It is, of course, too soon to expect otherwise. A decided flip, however, may ensue from the advance in the income tax matter. This is a question, above all, for the service as a whole to deal with. Especially is it in the interests of the outside branches to arrange for concerted action. The case of the Ottawa association rests on a different foundation. It has all the strength of the position of the service generally, with the added strength arising out of the agreement between the government and the city of Ottawa. A decision in favour of the Ottawa civil servants might do little for the service as a whole, as it would undoubtedly be based on the special circumstances involved. On the other hand, the case of the service in general includes that of the inside service as well. The logical procedure, therefore, from the standpoint of the whole service, would

be to contest the larger issue first. To do this successfully, it will be seen at a glance that organization is necessary. By all means let the confederation go forward apace.

CIVIL SERVICE HISTORY.

On another page the first instalment of a special article by Mr. W. A. Code, of the Post Office Department, is published, dealing with the Canadian Postal Service, past and present. The article is of a kind for which we will at all times gladly make space in THE CIVILIAN. A body of men who appreciate the interesting past from which their work is sprung will obtain a livelier pleasure from their work of the present. The civil service in its various branches offers a most attractive field to the historian,—a field which so far as we know is as yet almost wholly untouched. In the new life and spirit which we all trust has come to the service, the historian will play his part in the creation of an alert and intelligent opinion on the various problems which will perennially arise to be dealt with.

CIVIL SERVANTS AND THE INCOME TAX.

Continued from page 263.

the grounds (a) that authority is not vested in the city to tax the incomes of employees of the Government of Canada; (b) that even if the city did possess this authority it is debarred from exercising it by reason of its agreement with the government as witnessed by By-law No. 607, dated the 10th day of August, 1885, and confirmed by Sec. 16 of an Act of Parliament, 62-63 Victoria, Ch. 10, being an act respecting the city of Ottawa, and creating the Ottawa Improvement Commission.

2nd. That the representatives upon this Executive of the several depart-

ments be instructed to notify—through the medium of their Advisory Committees—members of the Association to report immediately, in writing, any error or errors which may be found in the assessment notices with which they were served. Such reports to be placed in the hands of the Advisory Committees and later submitted by this committee to the Assessment Commissioner for correction.

Your committee would further recommend that they be authorized to have printed a sufficient number of copies of notices for the use of the Advisory Committees in this connection.

All of which is respectfully submitted,

(Sgd.) G. S. HUTCHINSON,
A. E. CARON,

Committee on the Taxation of Civil Servants' Incomes.

TAPPING THE WISDOM-WIRES.

Interviews With the Worthies
Through the Humble Media-
tion of Mercurio.

"Who tells me true, though in his tale lie death, I hear him as he flattered."—Anthony.

I went forth the other day, wearing the deep disguise of an editor of THE CIVILIAN, to interview various folk on the present condition of the civil service. Some I looked for could not be found, others were only too importunate with suggestions and resumé. Out of the heterogeneous harvest of opinions gathered I have winnowed these few for cold storage in your pages. The future must decide between the wheat-bins and the has-beens. I give these now for what they are worth.

Hitching my wagon to a star, I entered the Department of Planets and Ponds. The Deputy Minister was suffering from a severe headache

occasioned, he thought, or at least said, by prolonged study of the new Act. The legislation was a profound mystery to him, out of the depths of the darkness of which gleamed as a pillar of light the one assured fact that the salaries of the deputies were to be increased by a thousand each. "This is the first step in reform," said he, "perhaps only a half-battle for the right, but the full victory can be obtained next year by doubling the increase to which I just referred."

The Deputy Minister of Concessions and Side-lines dropped in at this moment for a hand-shake, a common ceremony performed by the permanent heads these days, and endorsed the sentiments of his esteemed confrere. "There is no civil servant, however low his estate," he added, "who cannot take hope from this increase in the salaries of the men who are the roof and crown of the system. In the United States, with a population of nearly a hundred million, the birth of a man-child is always regarded as the registering of another Presidential possibility. With what greater expectations may the more limited number of civil servants not regard the increase in the salaries of these twenty odd officers! It would be interesting in fact," he said, "to have a competent authority calculate the relative chances in the two cases. A statement built on such calculations should go far to comfort the clerks at this juncture."

I left the Hill to seek the seclusion of a Gladstone Avenue car, where I might think over these things in silence. Conductor Greene Tickett, of car 7464, was in charge, and before I knew it was being interviewed by me. He remembered that there had been fears expressed in his union that the increase in pay of the Service would lead to a return to the use of cabs and a consequent falling off in the street car business. This contingency is no longer regarded, he assured me, as a question of practical politics.

At Sparks street, I alighted and went in to see Mr. Hugh Needa, the popular server of quick lunches, who numbers many civil servants of the second and third divisions among his patrons. He was very approachable, and sympathetic as well. The following is a partial report of his views: "The proposed reforms must lead to a greater efficiency among the clerks and an ever increasing demand for—Baked Beans and Rolls! The day has arrived when five thousand men can no longer be regarded as mere appendages to—One Sardine! The march of mind must go on until the rights of all are established and the civil servants are permanently in the—Pea Soup! The present situation with its nascent hopes and delightful uncertainties, can be best likened to—an order of Meat Hash!—Good Day, Sir. We do no credit business."

I returned to the Hill and obtained, among others, the following important statements:

A chief clerk of the Dept. of —, who does not wish his name mentioned, except in the Estimates, did not care to express an opinion at present.

Mr. J. Tockalott Jones, Chief Tautologer in the Dept. of Circumlocution, said: "There are disappointments no doubt but also satisfactions. The fundamental principle of life is always fundamental. We are civil servants in more senses than one. Always keep this in mind, and you will be happy if not more so. A man never knows what he does not know. In short, the present crisis, if I may call it such, should teach us all that whatever is is, and the whole is greater than a part."

Tired with all these, for restless death I cried, and found myself soon sittig at the foot of Sir John's monument. The ruling passion strong even in death, I looked up and asked: "Well, what do you think of the civil servants' chances?" The spectacles in the outstretched hand were

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raised a little. I heard a chuckle, and then these words: "It reminds me of the farmer who was asked how his crops were. His answer was, 'Waal, not ez good as I expected. In fact I never thought they would be!'"

Night came, and silence, and in the silence came Melpomene, or Urania, or some one of the Nine, who touched my lips with the golden wand of music. At any rate, I was inspired to compose many feet of verse, of which the following alone remain to me now:

O ye optimists who in the future
 See visions of plenty to be,
 Come down from your perch for a moment
 And lend me the loan of a V.
 You may talk of Reorganization
 And the Vistas of Time and all that,
 But a clerk who grew thin on a thousand
 Will n'er on ten hundred grow fat.

CIVIL SERVICE REFORM.

From The Toronto Star.

The favorable comments that have been made on the appointment of Professor Adam Shortt as one of the Civil Service Commissioners under the new law are not mere personal compliments. The significance of the appointment lies in the fact that it is an indication that the new law will be carried out honestly and resolutely. Prof. Shortt has a reputation which he could not afford to imperil by becoming a mere figurehead or allowing the law to be a dead letter. He is a hard student, and has the disposition and the capacity to study thoroughly the working of the civil service, and to recommend any further reforms that may be necessary.

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THE MONTH OF RIPENESS.

By Wilfred Campbell in the September Scribner's.

Thou languid August noon,
 When all the slopes are sunny;
 When with jocund dreamy tone,
 The bees are in the hone;
 When with purple flowers
 Aflaming in the sun,
 The drowsy hours
 Thread one by one
 The golden pleasaunces.

Then is heart's musing time;
 Then, of all the seasons,
 Old earth for inward rhyme
 Is full of golden reasons.
 Then the ripening gourd,
 The sun-kissed garden wall,
 The purpling hoard,
 The flocks that call
 Adown the distances.

Forego the saddening tear,
 Thou month without alloy;
 To younger seasons of the year
 Resign the flag of joy;
 But, thou, be what thou art,
 Full-brooding to the brim
 Of dreams apart
 And purlieus dim
 Of leafy silences.

PERSONAL.

Professor Shortt is to officiate as referee at the first annual athletic meet of the Ottawa Civil Service on the 26th inst. Mr. Larochelle will be a guest of the Association on that day.

Other guests of the Athletic Association on their field day will be A. G. Kingston, president, and J. A. Doyon, vice-president of the C. S. A.; F. A. Acland, president of the Savings and Loan Society; A. E. Caron, chairman of the Co-operative Coal committee; the editors of THE CIVILIAN and other gentlemen who have been active in C. S. organizations.

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D. HOSSACK

MANAGER.

THE POSTAL SERVICE OF CANADA, PAST AND PRESENT.

By W. A. Code.

Any account of the rise and progress of the postal service of Canada, owing to the absence of such documents as would enable a detailed history of the Department being given, must necessarily be comparatively brief and incomplete. Moreover, the purpose of the present paper is not to enter fully into postal development and advancement in Canada during its earlier years, even were authentic records at hand, but to give a rapid survey of a subject which is closely allied with the gradual settlement of the country.

At the outset, reference need only be made to the difficulties and hardships attendant upon the postal service of such a vast extent of territory as Canada comprises (an area of $3\frac{1}{2}$ million square miles) and to the vicissitudes of the climate, which demand—and even yet compel—an entire change in the mode of transporting the mails at different seasons of the year. Also, the long distances to be travelled result often from necessity in an irregular service, and the inadequate facilities afforded for the transmission of the mails produce in certain localities a problem fraught with many discouragements. These, nevertheless, have been minimized to a degree offering little apprehension to the officials of the Department, and inviting little complaint from the public.

No record of the administration of the Post Office in North America is available previous to the reign of George III. The birth of Canada's postal service—which has now reached most respectable proportions—is traceable to the reign of Queen Anne, when by the 9th Anne, Ch. 10, Sec. 4, a general Post Office was first established in North America, where, amongst other things, the inland rates

on letters sent by post through certain towns in the provinces of New England, Connecticut, New York and Pennsylvania were prescribed. These rates continued until the passing of the 5th George III., Ch. 25, by which Act the rates collected in the provinces and in certain parts of the West India Islands were established.

In 1760, the year of the conquest of Canada, Benjamin Franklin was appointed Deputy Postmaster General of North America, and he, by his excellent management, appears to have greatly increased the revenue of the Department. His salary of £300 a year exceeded the revenue derived during the first year of his administration, but he was ere long enabled to remit to the British Treasury £3,000 as the profit of one year.

In those days mail accommodation was confined to the sea coast, with but a few exceptions, when mails were conveyed to points inland.

In 1776 Dr. Franklin, when giving evidence in connection with the repeal of the Stamp Act (passed in 1765), stated "that the sending for stamps by post would occasion an expense of postage greater in many cases than the stamps themselves were worth, and that the inhabitants being so scattered and remote from each other in that vast country cannot support posts amongst them."

Mr. Hugh Finlay, who was appointed in 1774, was the first resident Deputy Postmaster General in Canada. In the Commission appointing him he was designated "Deputy Postmaster General of His Majesty's Province of Canada," in which charge, it would appear, Lower Canada was not included.

In those early days communication with the Mother Country was naturally not so frequent nor satisfactory as it is to-day, a monthly mail from Falmouth for Quebec and a monthly mail from Quebec—sometimes via

Halifax, N.S., and sometimes via New York—having been operated.

Between Quebec and Halifax there was in summer a mail every fifteen days, and in winter once a month. From Quebec there was a monthly mail to Montreal and to points east on the south shore of the St. Lawrence, as occasion offered.

In 1803 Upper Canada had eight post offices, but the mails were not more frequent than in 1791.

In 1804 there were in Lower Canada five post offices; in Upper Canada nine; in Nova Scotia six; in Cape Breton one; in P. E. Island one, and in New Brunswick four—a total of twenty-six.

An old employe in the Post Office at Cornwall in Upper Canada referring to mail matters at this time, says: "When I first took charge of the office at this place in 1807 I believe the mail was only carried four times in the year from Quebec to Amherstburg (Ont.), and that on the back of an old Canadian pedestrian who performed his trip once in three months. The arrival of this despatch was hailed with joy amongst the then contented and loyal inhabitants throughout the country."

The succeeding years saw a slow but gradual increase in the number of post offices established, thus exemplifying that spirit of expansion which has up to the present time characterized the administration of Canada's postal affairs.

In 1817 Lower Canada had thirteen post offices; Upper Canada twelve; Nova Scotia six; New Brunswick three, and P. E. Island one—a total of thirty-five.

In 1820 there were in Lower Canada twenty offices; in Upper Canada nineteen; in Nova Scotia six; in New Brunswick three, and in P. E. Island one—a total of forty-nine.

In the year 1824 there were in the Canadas and New Brunswick 69 post offices with 1,992 miles of established mail routes. At this time the population of the Canadas amounted to

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nearly 600,000 souls; Lower Canada containing 440,000, and Upper Canada 150,000.

In 1840 the number of post offices had increased to 398, and the number of miles of established mail routes to 5,376, the entire population numbering about 1,100,000.

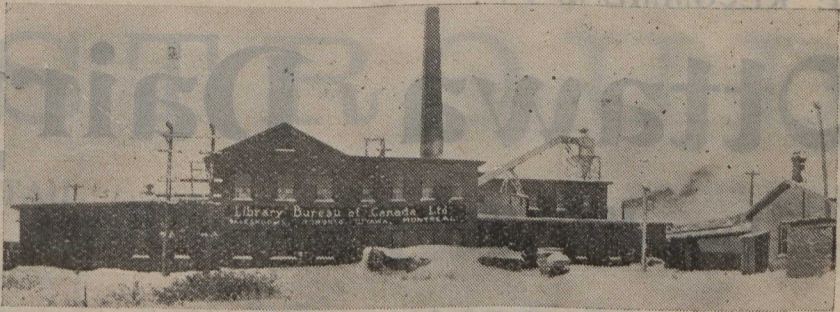
Between the years 1831 and 1840 the revenue and extent of the Post Office Department increased more rapidly than the population of the country, the number of post offices having increased 163%, and the revenue 105%, while the population increased on a ratio of about 45%.

In 1832 many evils having been found to exist in connection with the postal affairs of Canada, the Duke of Richmond, the Postmaster General, recalled Mr. Stayner, the then Deputy Postmaster General, to England to assist in the preparation of measures for the improvement of the Post Office in British North America. A bill

was drafted but was eventually rejected by the several legislatures. Of all the projects for the improvement of the Colonial Post Office which during that year had been entertained, only two were carried into effect, namely, the establishment of the Accountant's and the Surveyor's Branches.

Delays and irregularities in the mail service were of frequent occurrence at this time. As an illustration, the time taken between Fredericton, N.B., and Amherstburg, Ont., a distance of 1,200 miles, is submitted. Fourteen and a half days were consumed in covering this distance, and this when the roads were good. When travelling was bad nineteen or twenty days were required to make the trip. The distance between the points is today covered by rail in about a day and a half—quite a revolution in mail transportation in something over half a century.

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Numberless comparisons might be supplied of similar cases of development in Canada's postal progress.

Taken in connection with the present day domestic rate of postage of 2c it is interesting to observe that under the 5th George III., Ch. 25, the rates of letter postage were:

For a single letter to any distance not exceeding 60 miles 4d. sterling, or 4½d. currency.

From 60 to 100 miles, 7d. currency.

From 100 to 200 miles, 9d. currency.

From 200 to 300 miles, 11d. currency.

From 300 to 400 miles, 1s. 2d. currency.

And so on—2d. being added for every additional 100 miles.

Note.—Correspondence by Halifax Packets was not included in the above.

The Post Office Department in British North America in the year 1840 was marked by two leading de-

fects in its constitution, the want of uniformity in the principles upon which it was conducted by two Deputy Postmasters General of co-ordinate and independent authority—one having the Post Offices in New Brunswick, Nova Scotia and P. E. Island in charge, and the other Upper and Lower Canada—and the absence of not only responsibility to the Executive or Representative authorities in the colonies, but of all real responsibility to the Head of the Department in England. These Deputy Postmasters General were regarded as the mere agents of the General Post Office in England, to which all their reports were sent, and from whence all orders emanated. They did not recognize the existence of any local authority. Consequently, considerable confusion at all times existed, owing to the manner in which the Post Office was administered.

(To be continued.)

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CIVIL SERVICE SAVINGS AND LOAN SOCIETY.

Since having given an account in the last issue of THE CIVILIAN of the inauguration of the society, meetings of the Board of Administration have been held to arrange for the bringing in of members. The Board has chosen Mr. H. LeB. Ross, the secretary, to act as manager also, and a better choice could not well be made. Arrangements are being completed under his immediate direction for receiving from the organizers the first instalments upon their shares, or the full amount of the shares, if they so wish; and the necessary forms are in readiness for applications for membership from the service.

It is satisfactory to note that the Board of Administration are losing no time in taking measures for bringing in capital, and proceeding to general business.

A CORRECTION.

In the list of promotions published in the last issue of THE CIVILIAN, it was stated that Mr. J. G. Mitts, of the Interior Department, had been promoted to a junior second class clerkship. This should have read a senior second class clerkship.

CIVIL SERVICE SAVINGS AND LOAN SOCIETY.

Until permanent quarters are secured, the undersigned will be at the office of the Office Specialty Co., No. 143 Sparks street, on Mondays and Fridays, at 4.15 p.m., for the purpose of transacting business. Correspondence, including subscriptions, may be addressed to the undersigned at No. 360 Gilmour street.

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THE CO-OPERATIVE COAL PURCHASE—IMPORTANT NOTICE.

It has been decided by the committee having the management of the Civil Service Co-operative Coal Fund not to receive any further orders for coal after October 1st. All orders booked to that date will be filled as fast as coal is received in accordance with the same arrangement as that previously followed. The committee expects that about six weeks from the present date will be required to complete all deliveries. The reason for this action on the part of the committee is that with the advance of the season the coal may become frozen in transit and thus entail additional expense in handling. Purchasers who have signified their intention of depositing in the bank on October 15th and November 15th will retain the right of doing so. It is requested, however, that all who thus intend to make deposit in October and November should repeat their orders for these months at once to the secretary of the committee, Mr. A. E. Caron, so that a final estimate may be made at as early a date as possible as to

the volume of business remaining to be handled. No deposit will be received after Nov. 15, and it is highly desirable that an earlier deposit be made wherever possible, in order to expedite the ordering and delivering of the coal.

The total deposits made to the fund to date amount to about \$7,000. Several additional carloads of coal were ordered shortly after the middle of the month.

A. E. CARON,
R. H. COATS,
H. LeB. ROSS.

CORRESPONDENCE.

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

A Club House for the Civil Service.

To the Editors THE CIVILIAN:

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Grounds are a pressing necessity. We have an Association, but it has no "local habitation." There are numerous committees, but no place in which to hold a meeting.

The members of the service are not generally burdened with what the world calls "wealth."

It is useless to expect any one member to donate these things. But cannot united effort supply them? Let us consider ways and means. A suitable club house would probably cost from ten to fifteen thousand dollars. It should be large enough for lunch rooms, reading rooms, committee rooms, etc. In a service which numbers over three thousand, there are no doubt one thousand men who would take an interest in a club house. Suppose each one donated \$5.00 per year, and we applied the first subscription in part payment of a property; it ought to be possible to hire the balance on a mortgage.

An income of at least \$5,000.00 should be sufficient to meet interest charges, taxes, and the working expenses of the club.

It would be very convenient if the club house could be on the athletic grounds, but under present conditions it looks as if the grounds would have to be beyond the city limits, which would be too far away for the club house.

It is not necessary to argue as to the advantages which a club house would be to the service—that must be apparent to all.

The thing is to go to work. The psychological moment has come. Let us be up and doing. Remember our motto: *nemo sibi vivit.*

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To the Editors THE CIVILIAN:

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Salary... ..	1,500.00
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Dr.	\$ 2.49

Beginning on the 1st Sept. of this year I will have to pay 5% interest to the retiring fund, which will increase my Debit balance to \$77.49 in the event of my not getting an increase of salary. Thanking you for the space.

Yours faithfully,
A CIVIL SERVANT.

A MODEL PUBLIC SERVICE.

A notable volume on "The Government of England" was published a few weeks ago by The Macmillan Company of Canada. The author, Mr. Lawrence Lowell, is professor of the Science of Government in Harvard University. He pays close attention to the effect that the standing of the Civil Service in England has on public affairs. Its freedom from political patronage, in his opinion, is a main influence in keeping English parliamentary life concerned with public questions, and not with minor details. Mr. Lowell's account of the British civil service is an object lesson in the improvement of democratic government.

The first important factor in favor of the public service is the independence of the Civil Service Commission. "Several institutions in this position," Mr. Lowell writes, "are intended to

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be entirely outside the range of party controversy. The principal outlying departments of the Treasury directly connected with national administration are: The Civil Service Commission, which examines the candidates for the various branches of the civil service; the Parliamentary Counsel's office, which drafts all the bills introduced by the Ministers; and the stationery office, which does all the Government printing."

A second characteristic noted by Mr. Lowell that secures a high standard of intelligence is the nature of the competitive test which is aimed at discovering capacity for administrative work rather than the possession of technical knowledge. In this particular the British system differs from that employed in the United States, and the point of difference should be considered well in Canada. The American plan has been to examine for technical equipment, mainly of a clerical and routine nature. The British method is aimed at discovering young men of administrative ability. Its effect has been to encourage greatly the entrance of talent into the British public service.

Mr. Lowell proceeds: "Now, it is clear that, if men are to be selected young for a life-long career, especially if that career involves responsible administrative work, any acquaintance with the details of the duties to be performed, and any present fitness for the position, are of far less consequence than a thorough education, keen intelligence and capacity for development. Proceeding upon this assumption, Macaulay's commission on the Indian Civil Service laid down two principles: first, that young men admitted to that service ought to have the best general education that England could give; and, second, that ambitious men should not be led to spend time in special study which would be useless if they were not successful in the competition. The commission urged, therefore, that the examinations should be closely fitted to

the studies pursued in the English universities. This plan was adopted, and although at one time the age of admission, and with it the standard, was lowered, they were afterwards restored; and the same principle is now also applied to the higher grades in the home service. For the lower positions in that service, where the work is of a clerical nature, and hence less discretion and responsibility are involved, it was formerly the habit to make the examinations more of a test of immediate preparation for the duties of the office; but this, as we shall see, has recently been replaced by a system based upon Macaulay's ideas, though applied, of course, to an inferior scale of education."

Not only appointment to the Civil Service, but promotion is secured against political patronage. The Government declared as long ago as 1847 that any effort to bring influence to

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bear for promotion will be treated as an offence on the part of the employe. The exact phrasing of the minute adopted by the Treasury and Admiralty is that the attempt by a public officer to support his application by any solicitation on the part of members of Parliament will be treated as an admission on the part of such officer that his case is not good upon its merits.

Finally, Mr. Lowell believes that the character of the civil service has greatly aided in securing for Great Britain the comparative absence in political life not only of grosser forms of corruption, but also of pressure for patronage, and the insistence on private and local interests. He says: "At the head of the list may be placed the existence of a permanent civil service, covering not only the inferior and clerical positions, but also those which involve responsible work of a higher grade; in fact all the Government offices below the rank of a Minister. Every one of this great mass

of public servants retains his post without regard to a change of the party in power, and almost all vacancies that occur are filled without regard to political connections. In most of the departments, indeed, the holders of all but a few of the very highest positions in the permanent service are selected by open competitive examination, followed by promotion. Such a system, which constitutes, perhaps, the most essential difference between the English and American Governments, prevents the use of public offices as party spoils and keeps politics out of the civil service. It promotes businesslike consecutive administration, and renders possible party changes without dislocation of public functions. It leaves Ministers and representatives free to devote their attention to national questions, without being distracted by the need of satisfying a horde of applicants or rewarding faithful retainers; and it eliminates geographical considerations altogether. Only by taking appoint-

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ments out of the sphere of party action has personal patronage been eliminated from public life."

ATHLETICS.

There are no keener observers of the tenor, tendency, and morale of Canadian athletics in general than the officers and active members of the C. S. Athletic Association. Two horns of a dilemma are now presented to this body, viz., extinction, or the operating of an athletic ground. The latter alternative introduces the question of gate receipts, which will be necessary in order to meet the very great expense to be incurred. A prominent officer of the Association has been heard to state his objections to gate money in general on account of the abuses it has introduced into our athletics. But gate receipts for athletic contests may be kept as clean

as any other receipts if managed by clean people. Such an income can only be obtained by competitions with outside clubs generally. After last year's brutal experience in Rugby football, it was definitely determined to withdraw the C. S. teams from the City Football League, and to refrain from all such contests until conditions are improved. Some incidents in recent games of lacrosse go to show whether the precedents now being established are better or worse than those of days gone by.

In a recent game between the Shamrocks and Tecumsehs, the report reads: "both teams to their credit played gentlemanly lacrosse." What is now considered gentlemanly lacrosse may be gleaned from an inspection of the penalty list of this game, which numbered 25. A player is not and should not be penalized for a foul which is plainly accidental, so that each of these 25 penalties represents a case of a dishonorable advantage taken

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over an opponent. A player named Finlayson committed 7 out of these 25 fouls. This is interesting for the reason that Finlayson's photograph appears on the sporting page recounting this game, and he is called in this connection "the incomparable Finlayson." For committing, or rather in spite of committing, 7 offences in a game, any one of which offences if committed in a gentleman's office or house would have resulted in his expulsion, Finlayson is held up to the admiration of this athletic generation as incomparable. Not only so but this player, whose career is one long record of brutalities, is chosen as a representative of the Maple Leaf on the Canadian Olympic Lacrosse team.

The record of the N.L.U. for the past season is one of cowardly assaults upon unsuspecting opponents, and indicates how rapidly the public mind is drifting into a state of apathetic indifference as to any question of principle in the matter of athletics.

The Canadian Olympic Committee has granted its apostolic blessing upon this mass of ruffianism by choosing from the N.L.U. the manager and many of the players to represent Canada abroad.

It may be asked what the tactics used in these professional games have to do with amateur games such as might be played by clubs like the C. S.A.A.A. So long as these brutal games are played in the presence of thousands of spectators, so long will the instinct for assault and revenge be carried into games that are nominally amateur, and therein lies the difficulty referred at the beginning of this article.

Those who disapprove of the athletic tactics of the day are not to be considered milk-sops on that account. It is well that a boy should drag himself to his dressing-room after a hard game bruised and worn, but his bruises and scars must be honourable and the weariness must be the result

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of creditable endeavour to play the game fairly.

x

C. S. Athletic Meet.

Had it been suggested to Mr. Williamson when he first mooted the idea of a Civil Service Athletic meet that he would get 100 entries, he would no doubt have been extremely pleased and sufficiently rewarded for the work he has given to his task. What then must be the satisfaction of himself and his committee when the returns from entries which closed on the 19th inst. added up the total of 290 entries. From enquiries made it cannot be learned that we have ever had in Canada an entry list of anything approaching those proportions. Nineteen entries in a mile race is something new in athletics in this country, and as refreshing as it is new. Perhaps some of the competitors have been too ambitious and have entered in more events than they can possibly fill. Ambition is not to be despised, and it only remains to hope that all competitors will strive to fill his engagements on the programme so as not to have too many scratches.

The entries by departments are as follows:—

Interior	81
Militia	49
Post Office	38
Finance	32
Agriculture	22
Public Works	18
Marine	16
Customs	15
Trade and Commerce	8
State and P. P. and S.	7
Railways	4

290

The committee in charge appreciates the difficulties of going into an open field such as the Ottawa cricket ground and making it ready for an athletic meet. Nevertheless, it is believed that the affair will be well carried out. The spectators will be roped off from the track and a cordon of Dominion police will be on hand to prevent them from crowding in, as has been the case in so many of our athletic meets recently. A large number of chairs will be placed around the field for the accommodation of ladies.

The committee hopes to so carry out the programme that the presentation of prizes will take place not later than 6 o'clock. This is a large order, but with the kind co-operation of the competitors themselves and the diligence of the stalwart clerk of the course and his three assistants, it should not be impossible.

All that remains to be desired is a fine day and the patronage of the members of the Service in this their first attempt to carry out a big athletic meet.

x

Lawn Bowling.

The bowlers are active at present in the midst of the Fall series. As the series do not conclude until the first week in October, it is a little early to make predictions. At this stage, however, it looks as if J. L. Payne and his rink would win out in Sect. B, with Campbell and McCharles close seconds. In Sect. A the contest is keen, as the rinks of Messrs. Kiggallin, Farrow and Goddard are now tied.

The doubles and singles have not progressed beyond the first round,

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and as there are some 70 or 80 entries in each, it is early to attempt to pick the winners. However, it will be the means of showing up the cream of the C. S. bowlers, and will be of the greatest advantage to next year's committee in selecting rinks for outside competition. We believe that, man for man, the C. S. have some of the finest bowlers in Eastern Canada, but the method of selection has not brought out the best to compete in outside competitions. This was demonstrated in the Eastern Tournament, when the rinks went down so easily, while in the doubles and singles civil servants went into the last stages.

The result of the City Tournament recently completed is as follows:—

RINK MATCHES.

- A. E. Hurd, Ottawa, first.
- J. Kilgallin, C. Service, second.
- C. M. Goddard, C. Service, third.

DOUBLES.

- Watt and Hammil, Ottawa, first.
- Ritchie and Doherty, Ottawa, second.
- Hoey and Lanigan, Civil Service, third.

SINGLES.

- A. Chisholm, Ottawa, first.
- N. Wall, Civil Service, second.
- C. Hellyer, Ottawa, third.

Rink matches were played on C. S.

greens, doubles and singles on Ottawa greens. Over 100 bowlers were engaged on Labor Day from 8.30 a.m. until the "wee sma' hours" of Tuesday. Messrs. Watt and Hammil, and Ritchie and Doherty, went into the finals at exactly midnight and finished at 1.30 a.m., terminating one of the most enjoyable days in the history of lawn-bowling in this vicinity.

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