

THE CIVILIAN

VOL. II.

JULY 30th, 1909

No. 7



THE HONOURABLE CHARLES MURPHY,
Secretary of State.

Civilian Portraits.

The Honourable Charles Murphy.

The Honourable Charles Murphy is the Minister of the civil service. It is to Mr. Murphy's department, as Secretary of State, that the Civil Service Commission is attached. As a life-long resident of Ottawa, he is well-known to a large number of civil servants.

The Honourable Charles Murphy is the son of Mr. James Murphy, of Biri, King's County, Ireland, and of Mary Conway, of Limerick, Ireland. His father was at one time a well-known contractor, who built among other important works the Pembina branch of the Canadian Pacific Railway. Born December 8, 1863, at Ottawa, Mr. Murphy was educated at the Christian Brothers' School, the Ottawa Collegiate Institute, and at Ottawa University, from the last of which he holds the degree of B.A. Subsequently he studied law at Osgoode Hall, Toronto. He has since practiced as a barrister at Ottawa for many years.

As lawyer and politician, Mr. Murphy's career has been an interesting one. For several years he has been the honorary solicitor of the Children's Aid Society. He has acted also in many important cases for the government, his last important appearance having been as counsel for the National Transcontinental Commission in the matter of the Hodgins' charges before a committee of Parliament. He has been President of the Ontario Young Liberals Association. He was also English secretary of the commission having charge of the revision of the statutes. His interest in sports is evidenced by the fact that he was at one time President of the Capital

Lacrosse Club of Ottawa. On October 10, 1908, Mr. Murphy was sworn in as Secretary of State for Canada, the Hon. Sir Richard Scott having resigned that office during the preceding month. At the ensuing general election Mr. Murphy successfully contested the neighboring constituency of Russell.

Said the Free Press of September 21, 1908, of Mr. Murphy:—"He is described as an astute counsel, a skilful cross-examiner, who through much practice in Parliamentary committees has become versed in the way of politicians. As President of the Federation of Liberal Clubs, Mr. Murphy stood for the higher ideals in public life, and there is every reason to believe that his elevation to cabinet rank will add to the forces making for good government. To Charles Murphy public office would never be less than a public trust."

UNFORTUNATE.

Punch says: "We are sorry that the two following paragraphs should have appeared consecutively in the Manchester Guardian:

"The Canadian Minister of Finance, the Hon. W. S. Fielding, who was accompanied by his daughter, Miss Fielding, was also a passenger by the Empress of Ireland."

"It was also alleged that they took a number of hens, valued at £2, from an adjoining hen-run."

"Man wants but little here below,
So Young and Goldsmith say,
But lovely woman wants it all,
And wants it right away."

The Political Status of the Civil Service.

Excerpts on the Subject from Lowell's "Government of England."

[Among the most important works of recent years on the philosophy of government is A. Lawrence Lowell's "The Government of England," published in two volumes by the Macmillan Company last autumn. Mr. Lowell has been for some time professor of the science of government in Harvard University, and he has lately succeeded Dr. Charles Eliot as head of that great institute of learning. The work is an exhaustive treatise on the British constitution, and has already taken its place with Bagehot's and Dicey's as a standard authority. Two of its most valuable sections are Chapters 7 and 8 of Volume I., which deal respectively with the permanent civil service of Great Britain and the relationships of ministers and civil servants. Though the conditions described are those of the British service entirely, the chapters are of general application, and of not less interest in Canada than in Great Britain. THE CIVILIAN reprints below the first of a series of excerpts selected from these chapters relating to subjects of more or less importance to civil servants the world over. The first of these is the Political Status of Civil Servants. Subsequent subjects will be: The Necessity of Permanency of Tenure of Public Offices; Methods of Appointments; Promotions; The Organization of the British Service; Relations of Ministers and Deputy Heads; Methods of Administration, etc.]

Political and Non-Political Officials.

"The history of the permanent civil service would be one of the most in-

structive chapters in the story of English constitutional development, but unfortunately it has never been written. The nation has been saved from a bureaucracy, such as prevails over the greater part of Europe, on the one hand, and from the American spoils system, on the other, by the sharp distinction between political and non-political officials. The former are trained in Parliament, not in administrative routine. They direct the general policy of the government, or at least they have the power to direct it, are entirely responsible for it, and go out of office with the cabinet; while the non-political officials remain at their posts without regard to party changes, are thoroughly familiar with the whole field of administration, and carry out in detail the policy adopted by the ministry of the day. The distinction has arisen gradually with the growth of the parliamentary system.

History of Exclusion of Non-Political Officials From Parliament.

"A dread of the power of the King to control Parliament, by a distribution of offices and pensions among its members, gave rise to a provision, in the Act of Settlement of 1700, that after the accession of the House of Hanover no person holding an office or place of profit under the Crown should be capable of sitting in the House of Commons. But before this act took effect, the disadvantage of excluding entirely from the House, the great officers of State was perceived. The provision was, therefore, modified so as to shut out absolutely only the

holders of new offices created after Oct. 25, 1705, and of certain specified posts already existing. Members of the House of Commons appointed to other offices were to lose their seats, but be capable of re-election. As there were many old offices the number of placemen in Parliament continued large, and no sharp line was drawn at once between the great officers of State and their subordinates. But two processes went on, which in time rendered the distinction effective. When a new office of a political nature was created it became the habit to make a special statutory provision permitting the holder to sit in the House of Commons; and, on the other hand, place bills were passed from time to time excluding from Parliament whole classes of officials of a lower grade. These acts apply, for example, to all the clerks in many of the government departments, and together with the provisions excluding the holders of all new offices created since 1705, they cover a large part of all the officials under the rank of minister. The distinction between the offices which are and those which are not compatible with a seat in the House of Commons, is made complete by the regulations of the service itself. These cannot render void an election to the House which is not invalid by Statute. They cannot make the holding of office a disqualification for Parliament, but they can make a seat in Parliament a reason for the loss of office. They can and do provide that if any civil servant intends to be a candidate he must resign his office when he first issues his address to the electors.

"If it were not for three or four ministers, such as the Irish Law Officers, who are expected to get themselves elected to Parliament if they

can, but whose tenure of their positions does not depend upon their doing so, one might say that the public service is divided into political officers who must sit in Parliament, and non-political officers who must not.

Civil Servants and the Right to Take Part in Politics.

"In a popular government, based upon party, the exclusion of the subordinate civil servant from the legislature is an essential condition, both of their abstaining from active politics and of their permanence of tenure. But it does not by itself necessarily involve either of those results. This is clear from the example of the United States, where office-holders of all grades are excluded from Congress by the provisions of the Constitution, but by no means refrain from party warfare. The keeping out of politics, however, and the permanence of tenure, must, in the long run, go together; for it is manifest that office can be held regardless of party changes only in case the holders do not take an active part in bringing those changes to pass; and if, on the other hand, they are doomed to lose their places on a defeat at the polls of the party in power, they will certainly do their utmost to avert such a defeat. In England the abstinence and the permanence has been attained, and it is noteworthy that they are both secured by the force of opinion hardening into tradition, and not by the sanction of law.

Civil Servants and the Franchise.

"At one time large classes of public servants were deprived of the parliamentary franchise. An Act of 1782, for example, withdrew the right to vote from officers employed in collecting excises, customs, and other duties, and from postmasters; but these dis-

qualifications were removed in 1868. The police also were, by a series of acts, deprived of the franchise in the constituencies in which they held office. Except as regards Ireland, however, these statutes were, in their turn, repealed in 1887; and the only disqualifications now attaching to public officials relate to such positions as those of returning officers at elections.

“England enfranchised her officials at the very time she was enlarging the suffrage and the number of office-holders. In some other countries the political danger of a large class of government employes has been keenly felt. This has been particularly true of the new democracies in Australia with their armies of public servants on the state railways; and, indeed, the pressure constantly brought to bear in the legislature in favour of this class caused Victoria in 1903 to readjust her election laws. The employes of the government have not been disfranchised altogether, but they have been deprived of the right to vote in the regular constituencies, and have been allotted one representative in the legislative council and two in the assembly to be elected entirely by their own class. They have, therefore, their spokesman in the legislature, but they are no longer able to influence the other members as of old.

The Rule as at Present.

“In England these dangers are by no means unknown; but they have not taken the form of work done by civil servants for purely party ends. From that evil the country has been almost entirely free; for although all office-holders, not directly connected with the conduct of elections, have now a legal right to vote, and are quite at liberty to do so, it is a well settled principle that those who are

non-political—that is, all who are not ministers—must not be active in party politics. They must not, for example, work in a party organization, serve on the committee of a candidate for Parliament, canvass in his interest, or make speeches on general politics. All this is so thoroughly recognized that one seldom hears complaints of irregular conduct, or even of actions of a doubtful propriety. In this connection it is worthy of note that the revenue officers were disfranchised in 1782 at their own request. At that time the government controlled through them seventy seats in the House of Commons, and Lord North sent them notice that it would go hard with them if they did not support his party. His opponents sent them a similar warning, and the result was that in self-protection they sent up a strong petition asking for exclusion from the franchise. The bill to re-enfranchise them was carried in 1868 against the wishes of the government of the day. But on that occasion, and in 1874, when the acts imposing penalties upon their taking an active part in politics were repealed, it was perfectly well understood that they would not be permitted to go into party politics, and that the government was entitled to make regulations on the subject. Those regulations are still in force, and it is only by maintaining them that the civil servants can continue to enjoy both permanence of tenure and the right to vote.”

Some Effects of Enfranchisement of Civil Servants.

“The danger arising from the votes of civil servants has been felt in a different way. While the government employes have kept clear of party politics, they have in some cases used their electoral rights to bring pressure to bear upon members of Parliament

in favour of increasing their own pay and improving the conditions of their work. This has been peculiarly true of the dockyards. The members of the half dozen boroughs where the state maintains great shops for the construction and repair of warships are always urging the interests of the workmen; and they do it with so little regard to the national finances, or to the question whether they are elected as supporters or opponents of the ministry, that they have become a byword in Parliament under the name of 'dockyard members.'

"Unfortunately, the difficulty has not been confined to the dockyards. At the time when the revenue and post office officials were enfranchised, Disraeli dreaded their use of the franchise for the purpose of raising their salaries; and Gladstone said he was not afraid of government influence, or of an influence in favour of one political party or another, but of class influence, 'which in his opinion was the great reproach of the Reformed Parliament.' These fears have not proved groundless. As early as 1875 it was recognized that the salaries paid by the government were above the market rate; and ever since the officials of the revenue and postal departments obtained the right to vote, pressure on behalf of their interests has been brought to bear by them upon members of Parliament, and by the latter upon the government. Complaints of this have been constant. It has been a source of criticism that members have attended meetings of civil servants held to demand increases of pay, and that they should receive whips urging their attendance at the House when questions of this sort are to come up. Owing to the concentration of government employees in London the pressure upon

the metropolitan members is particularly severe.

"For nearly a score of years a continuous effort has been made in Parliament to secure the appointment of a committee to inquire into the pay of postal and telegraph employees, and into grievances which are said to exist in the service. The government has in part yielded; in part resisted; but in trying to prevent pressure upon members of Parliament, it took at one time a step that furnished fresh cause of complaint. The story of this movement illustrates forcibly the dangers of the situation. In 1892, the Postmaster General, Sir James Ferguson, called the attention of the House of Commons to a circular addressed by an association of telegraph clerks to candidates at the general election asking whether if elected they would vote for a committee to enquire into the working of the service. He then sent to the clerks an official warning that it is improper for government employees to try to extract promises from candidates with reference to their pay or duties. Nevertheless, two of the clerks, Clery and Cheeseman, who had been chairman and secretary of the meeting which had voted to issue the circular, signed a statement that the notice by the Postmaster General 'does not affect the policy of the Association.' Immediately after the election these two men were dismissed. That became a grievance in itself, and year after year attempts have been made in Parliament to have them reinstated. Shortly after they had been dismissed, Mr. Gladstone came into office, and he made a vague statement to the effect that the government intended to place no restraint upon the civil servants beyond the rule forbidding them to take an active part in political contests.

But it would seem that Ferguson's warning circular was not cancelled, and certainly Clery and Cheeseman were not taken back.

"The motions for a parliamentary committee to enquire into the condition of the service were kept up; and in 1895 the government gave way so far as to appoint a commission, composed mainly of officials drawn from various departments, which reported in 1897 recommending some increases of pay, both in the postal and telegraph service. These were at once adopted, and, in fact, further concessions were made shortly afterward, but still the agitation did not cease. The employees would be satisfied with nothing but a parliamentary committee, no doubt for the same reason that led the government to refuse it, namely, the pressure to which members of Parliament were subject, and the additional force that pressure would have if brought to a focus upon the persons selected to serve on a committee. In 1898 the interest centred in a motion to the effect that public servants in the post office were deprived of their political rights. A long debate took place in which the whole history of the subject was reviewed, and Hanbury, the Financial Secretary of the Treasury, exclaimed, 'We have done away with personal and individual bribery, but there is a still worse form of bribery, and that is when a man asks a candidate to buy his vote out of the public purse.' In 1903 Mr. Austen Chamberlain stated that members had come to him, not

from one side of the House alone, to seek from him, in his position of Postmaster General, protection in the discharge of their public duties against the pressure sought to be put upon them by the employees of the Post Office. He consented, however, to appoint a commission of business men to advise him about the wages of employees; but again there was a protest against any committee of enquiry not composed of members of Parliament. The report of the commission was followed in 1904 by a debate of the usual character. Finally in 1906 the new Liberal ministry yielded, and a select committee was appointed.

"There are now employed in the postal and telegraph services about two hundred thousand persons, who have votes enough, when organized, to be an important factor at elections in many constituencies, and to turn the scale in some of them. If their influence is exerted only to raise wages in a service recruited by competitive examination, the evil is not of the first magnitude; but it is not difficult to perceive that such a power might be used in directions highly detrimental to the State. There is no reason to expect the pressure to grow less, and mutterings are sometimes heard about the necessity of taking the franchise away from government employees. That would be the only effective remedy, and the time may not be far distant when it will have to be considered seriously.

"As we shall have occasion to see hereafter, the pressure in behalf of individuals is comparatively small, and it is characteristic of modern English Parliamentary government that political influence should be used to promote class rather than personal interests."

THE CIVILIAN

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Ottawa, July 30th, 1909

CONDUCT AND EFFICIENCY.

Everybody knows instinctively that men will not work for a common object, unless they are assured that their attention to the object in view will not be taken advantage of to their own injury. This thought, whether expressed or not, is at the base of all systems of civil service reform. It was because the common object, the efficiency of the public service, was too often forgotten in the scramble for preferment that the old system of management was superseded. In working out the new system, everything depends upon making every member of the service feel that the way to promote his own interest is to forget that interest and devote himself wholeheartedly to his work. Only as it tends toward this ideal condition can

the new system be justified. Much depends upon the choosing of the right people for the civil service, and therefore entrance examinations and other tests are very important. But the strength and efficiency of the service must depend mainly on the way the civil servant is treated during the years of his work. Every worker must feel assured that he will be dealt with justly and so feel free to sink his personal interest in his devotion to the part of the public business that is committed to his charge.

It is noteworthy that the politicians in resigning control of many matters of detail in civil service management have followed the plan of leaving these affairs, to some extent at least, in the hands of the civil service itself. Section 40 of the Civil Service Amendment Act provides that a record of the conduct and efficiency of civil servants shall be kept, based on reports to be made by the chiefs of branches. The responsibility of authority thus imposed upon the chiefs of branches is a weighty thing and calls for serious consideration.

Whatever may be the result of these records they will be, in effect, made by members of the civil service. As it is not conceivable either that these reports will be falsified by others or that they will be disregarded by those to whom they are sent, it follows that the treatment of every civil servant during the years of his work will depend upon leading members of the civil service themselves. If anybody supposes that this duty of preparing the lines of promotion and preferment is assigned to deputy ministers and chiefs of branches as a mark of honor merely, or as a method of aggrandizing these officers, of course he is greatly mistaken. The object, whether declared or not, is to establish

the civil service, as far as possible, on a self-governing basis.

The men upon whom power is conferred are really the representatives of all. Should the present system fail, the public verdict will be that the civil service was entrusted with great powers, was given a great opportunity and that it proved unfit and unworthy.

On the other hand, this power conferred upon the leaders is not for the benefit of any part of the civil service. The object is to promote efficiency—to get the public work done as well and as cheaply as possible. Individuals, separately or as a body, must be left out of consideration; nothing matters except that the public shall be well served.

We have no reason to fear that the men now occupying prominent positions in the public service will fail to keep constantly in mind their duty to the public in preparing the record of their subordinates. But we should feel that our duty had not been done if THE CIVILIAN failed to state in good set terms the higher law in this matter.

But preaching in favor of righteous action on the part of persons is an invidious task and one for which we have no liking. We have already indicated that this is more than a question of individual action, that it is a matter of the civil service as a whole. We do not suggest that there is any scheme by which the work of the chief of a branch or deputy minister can be brought under review of a public meeting or of a committee of the departmental service. But we do suggest, even more we strongly declare, that the representative character of these leading officials is not a mere poetic figure or a polite but meaningless concession to the self-love of civil ser-

vants. On the contrary it is a real thing, it is the very spirit and meaning of the law; and, being a real thing, it should be recognized and acted upon.

In the first place, every civil servant should give his superiors credit for an honest desire to promote the good of the service—that is, to make the service really efficient in the public interest. A report that may not be exactly pleasing to an individual should not be regarded as proof positive of favoritism, but as indicating a line of possible self-improvement with a view to greater efficiency of service. The man who looks for promotion by reason of his seniority only, and bases complaints of ill-treatment on the sole fact that juniors have been preferred, is one of the worst enemies of the public service. If promotion is to be merely mechanical, those in line of promotion will become merely wooden. If there is to be life in the service, merit must be rewarded. The man who finds his promotion delayed should first look for the fault in himself, and only when he is reasonably sure it is not there should he begin to question the choice made by his superiors. This is the best way to compel—should compulsion be necessary—fairness on the part of those who are entrusted with power, for a civil service whose members are honestly seeking promotion by merit alone will neither breed nor tolerate flagrant unfairness.

In the second place, it should be clearly and constantly borne in mind by every member of the service, however humble his position, that those who keep his record are not acting for themselves, but for the public. He is, therefore, not a mere puppet in the hands of an irresponsible despot, but one whose interests are provided for under the law. Should his supe-

riors presume upon their powers to check his progress in the service, they not only do him an injury, but, by giving him just cause for discontent, promote that feeling of insecurity in the service which it is the first object of the new system to avoid. It is, therefore, not merely his right but his duty to complain. Realizing its own importance as the central organism of our national life, the civil service as a whole should see to it that these records of individual conduct and efficiency are fairly kept and faithfully used. Those who wield power and bear responsibility in making and using these reports will welcome support. For our change of system does not abolish the evil influences from which the service suffered. At best it only affords a guard against them. And everything that strengthens that guard will make for the success of the new system and will redound to the good of the country and the honor of the civil service.

ORGANIZATION OF THE FEDERATION.

In the last issue of *THE CIVILIAN* we published a circular letter sent to the officials of the Inland Revenue Department throughout Canada by the representatives of that branch of the service acting on the executive of the Federation. The circular should be interesting to the service in all the unorganized portions of the Dominion. The circular is the work of Mr. J. A. Doyon, president of the C. S. A. of Ottawa, and reflects great credit upon his grasp of the essentials in the work of organization. Mr. Doyon seeks to obtain the views of the departments upon the following points:

(1) The Civil Service Amendment

Act of 1908; (2) Classification; (3) Salaries in regard to increased cost of living; (4) Superannuation; (5) Government Insurance; (6) Income Tax.

It is to be hoped that the unorganized districts or classes of the service will note carefully the plan adopted by the Inland Revenue clerks to obtain organization and a referendum on the questions immediately before the service. The closing paragraph in the main portion of this circular is well worthy of reproduction. It reads as follows:

“Let moderation be the tone of the requests. Selfish or personal interests should not be allowed to be the controlling consideration. To put forward suggestions or requests which are not founded on reason and justice would only bring the new Federation, which has a large and useful mission before it, into discredit.”

NOTES.

The article which we reprint from the *London Advertiser* to-day is at best an example of shivering on the brink when everybody is shouting that the water is fine. It is accordingly well adapted to the midsummer season. Civil Service Reform is a young idea in Canada, but surely its lineaments are not so unfamiliar as to justify the *Advertiser's* floundering. The *Advertiser's* difficulties are absolutely of its own creation. The situation is not what it describes. It has not mastered the most elementary principles upon which a civil service must do its work. The notion that the political appointment of non-political officers in some way makes the latter responsible to the people at large, is perhaps the chief sinner in the collection. But in any case why should the enhancement

of the civil service as a calling be feared. To impose a stiff examination on civil servants will no more make a social caste of them in this country than it has made of doctors and lawyers. On the other hand the country that debases its employees debases itself, and in exact measure lowers the quality of the service it receives from them.

* * *

In this the good old Summer time, the heads of departments have gone abroad, if not all for a rest, at least for a change. Everybody is resting except Sir Wilfrid, who has rolled all the ministerial offices into one and improves in health as his responsibilities increase. The members of the service are also taking their annual vacation. A great many are taking to the open for their relaxation, and wisely so. We extend to the service our wishes for an enjoyable and profitable holiday.

* * *

A German professor has published a theory attempting to dissolve the mystery surrounding the genesis of life. He claims that in crystallized soft soap, no less, may be found the origin of spontaneously generated life. The professor brings his theory forward with a blush because soft soap is "an unromantic enough basis for a new scientific theory." Not so. Soft soap is cleansing and cleanliness is next to godliness. Cleanliness is not unromantic and some systems of godliness are not without romance. Soft soap, moreover, is emblematic of what is most effective in life, domestic and public. With soft soap, husbands manage their wives, and with soft soap the diplomatic corps arrange the affairs of nations. The German professor has made a lucky hit.

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“Civil Service Caste.”

Some Fears of The London Advertiser of July 23. — Reprint of an Editorial.

Some of our contemporaries, in their newly-found zeal for civil service reform, are making suggestions which point to the formation of a civil service caste—a condition of affairs which may have attendant evils as great as those we are trying to remove. Among other things, they advocate as an ideal system, making the civil service a profession, to which pupils in the collegiate institutes may look, as they now do toward divinity, law and medicine. This means, carried to its logical conclusion, that the civil service will in time be composed of a class whose chief qualification—apart from honesty and zeal—shall be the literary attainments of its members.

The reform of the service, so far as has been suggested, means appointment and promotion, in order of merit. The employees of the people are to be taken from under the control of the government, and placed under a few gentlemen, responsible to Parliament, in a sense, but with a tenure of office as safe as that of the judiciary. And the fitness of the applicant for admission to the service will be based on his ability to answer written questions prepared by the commission. To this scheme, imperfectly formulated as it is at present, there are some objections which may be noted.

The first is, that all the commission can learn in regard to a candidate from his examination is his ability to answer the questions. They can learn nothing of his personal character—of his sobriety, his honesty, his energy. If these are to be taken into consider-

ation at all—they must be learned from some other source than his examination papers. In other words, the commission will have to ask somebody who is supposed to know the candidate, and run chances that the party whose recommendation is asked not only has a real knowledge of the candidate, but also has no prejudices for or against him. This, of course, will apply especially to the outside service. With regard to people in Ottawa, the commissioners themselves may have some personal knowledge which would guide them in reaching a decision.

It is sometimes asked why cannot the public service be conducted like a private business, in which men are appointed and promoted on merit alone? The fact is overlooked that the head of a business firm is in touch with his employees; he has, or can obtain, personal knowledge of their qualifications; he knows, or can easily find out, who is worthy and who is not. A government commission at Ottawa has not this advantage. Its only means of judging is by a written examination, supplemented by somebody's recommendation.

And if they should find some difficulty in deciding as to appointments, still greater difficulty will be found when there is a question of promotion to the head of some branch of the service in any of our cities from Halifax to Victoria. The junior who has been faithful in his work, and who passes his examination, would be entitled to the promotion. But the fact

that he makes a good clerk is no indication that he will make a good chief. His work in a subordinate position does not fit him for a position of authority. As a subordinate, he may have had an excellent training in the routine work of his office, and may be thoroughly acquainted with all its details; but as the head of a department much more than this is required. He is now called on to govern his office, to control his staff, to act as an intermediary between the government and the public. Qualifications for this work he may have, but he has not gained them in the routine of clerkship. He may have them naturally, or may have acquired them by association with the public outside of his office; but whether he has them or not the commission will certainly be unable to judge from his record or his examination.

But the chief evil in the proposition to develop the civil service into a profession for high school students to enter is in the establishment of a caste, whose members will be apt to forget that they are the servants of the people. They will not be appointed by the people's representatives, nor will they be responsible in any way to the people. They will be under a commission residing, perhaps, a few thousand miles away. Their tenures of office will be permanent. So long as they make no very grave errors in their work they will be safe. And official caste will so develop into social caste. The service will be considered the special preserve of the so-called "better classes," from which common people shall be excluded. We sometimes hear of the insolence of "jacks in office." There is very little of it in this country; but under our present system there is this corrective—if the office-holder makes himself disagree-

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able there is a good excuse for a vacancy when the opposite party gets into power. With a civil service caste even this remedy would not be available.

Nor is there any guarantee that a service based on school qualifications would attract the best men. The rewards are not sufficient. It is true that a position on the list would be respectable and permanent, but the pay is not enough for good men. There are about 7,000 people on the Canadian civil service list; there are not 300 of these who receive over \$2,000 a year; not 100 receive \$3,000 or more. Fully one-fifth of these 300 are expert professional and scientific men, foreign trade commissioners, etc. Out of 7,000 offices, there are not more than 250 to which the civil servant may hope in time to attain. Of course, it may be said this can be remedied by increasing salaries—a procedure most governments are slow to adopt. But, with the best that could be expected in this direction, few young men of energy, ambition and ability, will look to this as a profession. The class chiefly attracted might be capable and honest, but they are not likely to be energetic—slow plodders, at best.

Now, someone will say, The Advertiser is apologizing for the patronage system, and is opposed to civil service reform. Of course, not. We recognize the evils that exist, and are anxious to see them remedied. We will be pleased to have any scheme adopted which promises success. All we do here is to point out that systems of reform are not perfect, and that some of the people who are so ardently advocating them as panaceas for the ills of public life and service, probably have more zeal than knowledge. The fact is that even if a sys-

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tem is theoretically perfect, it will often fail in its operation, because the men with whom it deals are not perfect. Let us have all the civil service reform we can get. Even if it is a choice between evils, the lesser will always be preferable. But we will be wise not to expect too much.

Correspondence.

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

To the Editors of THE CIVILIAN:

The letter of Mr. Williamson in your last issue, in which he made an appeal for practical recognition to those who have given so much of their time and ability to the service since the organization of the Civil Service Association, was particularly interesting as voicing a feeling which generally prevails. Although not agreeing altogether with the distribution of the remuneration as submitted by Mr. Williamson, it is not of this phase of the question I wish now to speak. To my mind the time has come when civil servants should consider the advisability of combining under one head as far as possible the different co-operative schemes at present operated so successfully, and I would suggest that the Executive of the Association take early action in this connection. It is not reasonable, nor is it fair, that the time of busy men, like Mr. Caron for instance, should be given to the service gratuitously and indefinitely, and it would seem that the true solution to the problem is the engaging of a manager to supervise all matters undertaken by the Association where the purchase and distribution of supplies, coal, ice, groceries, &c., are concern-

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ed. Now that the question of civil service headquarters is again to the fore with early promise of realization, an office in the building could be set aside for the manager and perhaps one of a staff, this being only a temporary arrangement pending the working out of the larger idea of a co-operative grocery, which will necessitate the occupation of larger and more suitable quarters. The question will take some consideration if felt to be feasible; I give it to you as the result of a brief meditation on the situation.

Faithfully yours,

W. A. CODE.

Ottawa, 23rd July, 1909.

"THE THIN RED LINE."

(Apologies to Rudyard K.)

By R. O. S.

What it is in the morning air
That makes us hustle and bestir
As tho' with little time to spare,
As if that article were rare?

Why is it that with sudden dash,
With hurried mien and manner rash,
Men rush for cars and suchlike trash
And scrambling on so often clash?

What is the cause of indigestion
Through breakfasts, hurried, quickly
taken?

Or let us ask a simpler question,
Why *will* men bolt their breakfast
bacon?

What is the cause of all these woes?
Now what on earth do you suppose?
Just something Euclid would define
As length, not breadth,—*"a thin red
line."*

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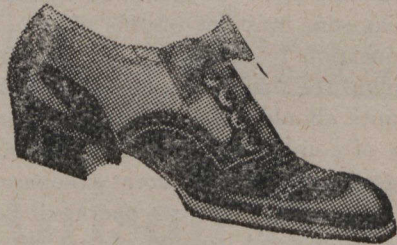
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HOUSING CONDITIONS AT WASHINGTON, D.C.

Washington, D.C., is a considerably larger city than Ottawa, and, as is well known, is under an entirely different system of government. To all intents and purposes, its administration, with that of the surrounding district of Columbia, is in the hands of a joint committee of the U. S. Senate and House of Representatives. Recently, a meeting of the "City Planning Exhibit and Conference," an organization well known among the larger municipalities of the United States, was held at Washington, and the committee above mentioned took the opportunity of hearing evidence from certain of the experts thus brought together, for the purpose of receiving suggestions as to Washington. Among the experts heard, the most notable was Mr. Benjamin C. Marsh, secretary of the committee on congestion of population in New York. A resumé of Mr. Marsh's remarks will be of interest in Ottawa where at least an approximation in certain respects to the situation at Washington may be said to obtain, though in other respects of course the conditions are entirely different.

Mr. Marsh spoke for an hour on city planning and taxation systems, basing his specific recommendations for Washington on recent reports of the President's Homes Commission, on a study of many reports recently issued in Washington, and on his investigations abroad. These held \$700 income as a reasonable minimum standard of living for an average family, but showed that nearly 1,500 married employes of the federal and district governments earn less than \$600 a year. Mr. Marsh urged that certain areas in the district be set

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aside for small houses within the means of men earning not more than \$720 a year, that the size of blocks be made more uniform and the conversion of alleys into minor streets be continued, and that the present policy of converting stables and other alley buildings into houses be prohibited.

He called attention to the enormous increase in land values in different sections of the city and the inequality of assessment and taxation, suggesting in this connection that increases in land value be required to pay their fair share of the expenses of government. He would enact a law requiring that the actual prices paid for land be recorded and providing for a study of the methods of assessment. Speculation in land is ruthless, and Mr. Marsh pointed out that seven families, estates or companies own seven per cent. of the total area of the District

of Columbia, excluding streets and public grounds. There is an actual famine of houses, particularly for the man earning low wages. This must be met by raising wages or by providing houses on a non-commercial basis either by private charity or by the government. The latter methods, Mr. Marsh believes, will prove inadequate and in the long run will lead to further land speculation.

In view of the present methods of selling land to the city, he recommended the passage of an excess condemnation bill. He would secure a few much needed sites for parks and playgrounds, but aside from that would postpone the extensive land purchases recommended by the Parks Commission for parks and boulevards until a revision has been made of the system of taxation, assessment and purchase of land. To accomplish this revision

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he suggested a joint commission of the Senate and House Committees on the district to make an investigation along the following lines: The methods of assessing property, especially land in the district; the net returns upon land and various improvements in the district; taxation and acquisition of land; the results upon wages of governmental action in erecting houses for workmen at a non-commercial profit.

The Senate committee requested Mr. Marsh to give them further statistics and information in detail.

Printer's Ink.

What the Newspapers are saying on
Topics of Interest to Civil Servants.

Civil Service Work and Privileges.

The News does not view with sympathy the tendency to belittle the value of the civil service, nor to enslave it. The work to be done is of the utmost importance. It is only reasonable that the salaries should be adequate to the requirements of decent living in an expensive city.

But undoubtedly there are civil servants who abuse their privileges, and seek, like some men in other walks of life, to do as little as possible without losing their positions. The reason for this is plain. Under the old system of making offices of the service the rewards for political work, the clerk regarded the politician who had secured for him the appointment as his patron. If any effort was made to compel him to work unduly, or even reasonably, he appealed to the patron, not infrequently with success.

Mr. Fisher said in the House: "I find that one of the most difficult tasks

on the part of an officer is to make his subordinates work. I trust and believe that, as a result of the legislation of last session, there will be a great improvement in that respect in the service." The trail of patronage has been visible for years. Perhaps the new Commission can get rid of it.

The civil service in the main deserves well at the hands of the country. There are hundreds of men there who do great things, and the value of whose services surpasses the remuneration they receive. But, if the chief officers cannot make subordinates work, they should be empowered to get rid of them. Patronage has cursed the inside service, and is the curse of the outside service at this hour. It is time that Reform should be applied, and every Government official brought under the supervision of the Commission. Discipline is impossible otherwise.

—The Toronto News.

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Summer Conditions in the India Service.

Sir Edward Baker, Lieutenant-Governor of Bengal, has issued an order to the effect that officials in all Government departments of the province must henceforth remain in Calcutta during the hot season. This order applies also to the heads of departments. Only the secretary and under-secretary of one of the departments are to go to Da jeeling, the hill station, in rotation each year.

This order has carried dismay into official Bengal and spread alarm through the civil service of India. Not since the Mutiny has a greater surprise been sprung upon the official world. It has long been the established custom for the Government of India to migrate to the hills during

the hot weather. The Viceroy, with all the members of his staff and of his government, flee to the cool retreat of Simla, whence they administer the whole of the dependency. Every provincial government follows suit and betakes itself to a hill station.

In April, when the atmosphere of Calcutta, surcharged with moisture, begins to stoke up for the bursting of the monsoon and the capital is like a Russian vapor bath, the cool and picturesque mountains of Darjeeling call the jaded official to the vista of the eternal snows of Kinchinjunga. When the monsoon has burst and the rains have descended, the official world returns to the plains in November, when the saturated earth begins to readjust its temperature.

There are many arguments to be

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advanced in favor of these migrations. Men claim to work better—and the work of the civil servant in India is no child's play—health is restored and the sick list is reduced to normal proportions. On the other hand, it is contended that the administration often suffers, and the Government loses touch with the people. Soldiers, manufacturers, traders, and even judges, do not share this privilege, though they, too, have their long vacations and escape the worst of the hot weather. Sir Edward Baker is a bold man, yet he is hardly likely to have made this startling innovation without the sanction and approval of the Viceroy and the Home Government.

—*The Ottawa Free Press.*

In Praise of the British Method.

With the elimination of politics the British civil service has become a career, steady and free from risk. The progress of the official who possesses real merit is not hindered by the exercise of political influence on behalf of unworthy rivals. Ward heelers are not pitchforked into office and promoted over the heads of duly

qualified, conscientious and capable servants. Competitive examinations are the basis of admission to all grades. The tests for the highest grades of clerkships are such that most of the successful candidates come from the Universities of Oxford and Cambridge. So attractive is the service that the number of candidates is always two or three times as large as the number of vacancies to be filled, and the consequence is that most of the successful competitors are men of education and intellectual power.

They belong to the type that succeeds in the professions, for the service, freed, as it is, from political influence, opens to them honorable careers of labor in the interests of their country. It is not surprising, therefore, to learn that the higher-grade civil posts attract men of the highest intellectual attainment. The chief offices are sometimes held by men of noble blood. Sir Robert Herbert and Sir Courtenay Boyle, some time ago the permanent heads of the Colonial Office and the Board of Trade, were sons of ancient families, and the latter at one time had as his political

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chief Mr. Mundella, who had begun life as a printer's devil. A number of these permanent officials are knighted every year, and occasionally one is raised to the peerage. As Mr. A. Russell Lowell, the American publicist, says, the career of such an official is honorable and attractive. He wields great power, takes a real part in shaping the destinies of the nation, and he may end his days in the House of Lords.

The service is strengthened by an adequate system of pensions. Persons who have served in the permanent civil service for ten years, and retire at the age of sixty by reason of infirmity, are granted a pension equal to ten-sixtieths of their final salary. Each additional year of work entitles them to another sixtieth up to a maximum of forty-sixtieths. There is also compensation for injuries received in the public service, and there are gratuities to women employes upon marriage. Altogether the freedom of the British civil service from patronage evils, and its conduct upon high lines, furnish an example worthy of being followed in all other countries, and especially in all other British communities. —*The Toronto News.*

The Civilian to The Civilian.

The Canadian Civil Service is very much interested in the British Civil Service Superannuation Bill, if we may judge from a long and interesting article on the subject, which appeared in our namesake and contemporary, the Canadian CIVILIAN of the 18th ult., the last issue which has reached this country. The new Bill is used as an argument for a re-opening of the whole question of Canadian Civil Service Superannuation, and the Dominion Government is invited to imbibe the spirit which has animated the British authorities in the matter. It is to be hoped, however, for the sake of our Colonial colleagues, that the adoption of British methods will not include the imitation of that dilatory policy resorted to by the British Treasury through so many years in the earlier part of the struggle for the new scheme.

—*The Civilian, London, Eng.*

Status of the British Civilian.

The following is the text of a letter to the editor which appears in the latest issue of the British Civilian to hand, viz., that of July 3, 1909:

Civil Servants and MUSIC—If you want some of the hits from the latest comic opera, or perhaps a new Two Step, Waltz, etc., or again perhaps your wife or child [if you have one], requires something in the music line. Remember that we carry one of the largest stocks in **McKECHNIE MUSIC CO.** Canada, and that our prices are always right **Orme's Bldg. 189 SPARKS ST.**

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"The Civilian," for several years past, has been practically devoted to the Excise and Customs, to the exclusion of the other departments. The matter relating to the amalgamation of these two departments, the discussions anent the fining of officers, and the questions relating to agitations for better pay, etc., are undoubtedly of general interest, but the voluminous reports of Excise presentations, the numerous letters which are of interest to the Excise only, and the discussions re the details of Excise work can scarcely be regarded as matters of general interest. The result has been that civil servants not connected with the Inland Revenue have found little to interest them in "The Civilian" for months at a time.

This, Sir, I submit, is an unfortunate state of affairs both for "The Civilian" and for the civil service. The two principal causes of the pre-

sent condition appear to me to be as follows:—

1. The remarkable manner in which the general civil service has failed to utilize "The Civilian."

2. The tendency of the Inland Revenue to discuss in "The Civilian" subjects which are purely departmental and which ought to be confined within the service concerned.

There are probably other factors which have contributed to the present state of affairs. I take it, however, that the absence of news relating to the general civil service has been the chief cause of the appropriation of the paper by the Inland Revenue, as the more uninteresting of the letters, etc., would inevitably have been crowded out by lack of space if more interesting general news had been available for insertion.

Yours, &c., WESSEX.

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REGARDING SOME REGULATIONS.

Within the past six months some innovating regulations as to attendance and conduct have been imposed upon the Inside Service. Some of these have been put into force by departmental order and some by Order-in-Council. In the Civil Service Review of 1893 there appears a letter from the pen of the late Archibald Lampman, dealing with a situation at that time confronting the service in Ottawa. The problems before the service of that day and of the present are similar, and some extracts from the letter will be interesting. Part of the letter reads as follows:—

"I cannot, and no civil servant can, see any earthly necessity for a statutory lengthening of the hours. If

there is a press of work in any department too great for the staff to deal with in the ordinary course, the deputy has authority under the present regulations to extend the hours until the difficulty is overcome. What more can be needed? Moreover, the clerks now in the service, who are faithful workers, do quite as much work daily, take it the year round, as men, gathered in close offices and engaged upon monotonous and confining tasks, should be required to do. Any permanent extension of the hours can only result in a general deterioration of health and energy of character and consequently of zeal. The men will work with less spirit, the product will be scarcely larger in quantity and not as good in quality. The loafers and incompetents in the service will not be affected by the measure at all. If the period of

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labor were extended over the whole twenty-four hours nothing better could be got out of them. They can only be dealt with by removal.

"As to the 'supervisor' and the 'conduct book,' these are projects which can only be viewed by the civil service at large with extreme irritation. To subject the clerks to a system of petty and annoying restraints and irksome interferences, will simply be to destroy the free spirit of hearty and honest service. The work will be done more and more in a constrained and perfunctory manner. The men, feeling that they are no longer dealt with as people of intelligence or treated with any confidence, will become in a few years a gang of slaves, who will do just so much work as they are driven to do and no more. To remove or injure the fine sense of honest individual responsibility and pride in work for the sake of acquiring a somewhat extended power of coercion is very poor policy indeed, and if the proposals are carried into effect the government will very soon have cause to regret it. They will find that the damage to the 'morale' of the service has been considerable. More-

over, men of ability and character, who are as necessary to the government as they are to any private enterprise, will not enter the service, and many of those who are in it will doubtless take an early opportunity of seeking other employment.

"If the government wishes to increase the effectiveness of the service, and secure from it a larger and stronger result, every civil servant knows that there is a very simple and obvious way to do it. Let the present regulations, which are amply sufficient, be carefully administered; let the man be required to attend punctually during the hours at present observed; above all let promotions and other kinds of advancement be awarded solely on the ground of merit, so that every clerk may know that ability and honest service will be freely and promptly recognized; and lastly, let the men who will not work be everywhere eliminated and their places filled by those who will. If all this were really done the government would soon have no reason to complain of the inactivity or impunctuality of the clerks in the civil service or of the quality of the work done. There would be no

If all the careless men were to leave it
to us to look after their clothes—
there would be more well
dressed men than there are

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further need to devise new and extraordinary measures or to tinker with the bill."

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 A charm to tame the wild and cheat the wise,
 And without lying reaps the gain of lies.
 That courteous ever kills without a blow,
 And with a Yes contrives to act a No,
 And can compress a volume into Oh!
 That wins by losing and by serving reigns,
 By silence argues and by giving gains,
 That throws its stones yet saves its window panes."

Athletics.

It has been candidly admitted that the playgrounds of the American continent are subjected to pernicious influences and that there is much to learn from Great Britain in the status and management of playgrounds in the development of character. In Scribner's magazine for March, there appears a remarkable article on England and the English in sport from an American point of view. That the article is contributed by an American gives added weight to the facts and deductions contained in it. The civil service in Ottawa, 3,000 to 4,000 strong, is sure to have an athletic organization of more and more powerful interests and influences. Outside of Ottawa athletics should be practis-

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ed in the service. A good beginning has been made in Toronto. The movement should spread to other large centres of the Dominion. It will, therefore, be appropriate to take some notice of this article on English sport by an American writer in an American magazine. The writer shows that the play-hour is the most serious and sober instead of, as so often considered, the most useless in its effect upon character. The following extracts will be of interest:

Expenditure on Capital Account and Maintenance of Sports in Great Britain.

"An accepted authority has estimated that \$233,066,250 are invested permanently, and \$223,887,725 spent annually on sport in Great Britain. . . . England only spent the paltry sum of \$75,000,000 on her army in England in 1907, and the cost of her naval armament in the same year was only \$167,500,000, both considerably less than was spent for sport.

Some of the Results.

The stranger, whether American or other foreigner, is at a loss to understand much of the workings of the political and social life of England until he has become thoroughly imbued with the idea, that sport is a much more serious, and much more widely distributed interest here, than anywhere else in the world.

In these islands sport is not a dissipation for idlers, it is a philosophy of life. They believe in it as a bulwark

against effeminacy and decay. Not only are muscles and sinews strengthened and hardened, but the temper and will are trained as well.

He who has learned self-control, fair-play, and good temper at his games, finds it easier to exercise these same high qualities in the more complicated emergencies of daily life.

They play more than they pray, and they spend more upon sport every year than upon either education or religion.

A Protection Against Luxury.

The best of mankind know intuitively that luxury is the most insidious of all foes. If we are no longer obliged to ride, or to walk, in order to see our friends or to attend to our business, then we turn to and make a business of riding, walking, shooting, fishing, climbing mountains and hunting wild game, in order to keep alive in us the harder virtues, which, in the beginning, made our forefathers capable of winning a place for us in the world.

Democracy of Sport.

Trades-people, school-boys, the squire, the parson, and the noble play together, interest themselves together, and get on together in the most wholesome fellowship at cricket, boating, hunting and the like. Almost more than anything else this has made England so homogeneous a nation.

This custom is an advantage, in that thus a very large number of both players and spectators, of whatever

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class, have not only seen, but have participated, in games with players playing for the love of the game, and with a respect for, and a courteous obedience to, its best traditions. The butcher and the ironmonger would be as quick to see and reprehend such a trick, let us say, as knocking a man's bails off when he accidentally steps out of his ground, as the young gentleman from Eton.

Professionalism.

The large proportion of the general public in America who interest themselves in the playing of games, labor under the overwhelming disadvantage of seeing only our game of baseball, and that played by paid professionals who are managed by stock companies, whose sole desire is to make money out of an exhibition of ball-playing. Nothing could be worse. These players are not, as the stranger might gather from the names of the clubs, as the Chicago, the New York, the Boston, the Washington Club, men from those particular cities. On the contrary, there is a regular traffic in players by the managers of the clubs, without the least attention to what part of the country they hail from. They play purely and simply for their salaries, with no more sectional loyalty than a race horse which runs to-day for one owner, and to-morrow for another. As their living depends upon their success at the game, one can readily understand their attitude toward the umpire, toward one another, and toward the game. They care no more for the best traditions of the game, nor for a sportsmanlike attitude in their play, than a terrier hunting rats. Nothing could be more debilitating to the morals of sport than the state of things as above described. It is true that cricket in England includes many professionals, but no county eleven is without its contingent

of gentlemen players, one of whom is always the captain, and the standard of behavior demanded of, and acquiesced in, by both players and spectators, is very high. A row on a baseball field is not uncommon, and a graduated scale of fines, to be inflicted upon players by the umpire, is a necessary weapon of defence in his hands, against insult and even assault; while a disturbance at a cricket match is practically unheard of. Football in England, played by professionals and attended by vast crowds, suffers much as our baseball, and rows and assaults are not uncommon.

Conclusion.

The reader has quite mistaken the meaning of this chapter, if on reading it he concludes that the writer intended a eulogy of sport and game-playing, and in particular of English sports and games, and nothing else. This is not at all the object of the chapter. The intention is to emphasize, strongly, the very large place they occupy in English life, and to show also that what good they do, and the comparatively little harm they do, are due entirely to the fact that they give in some sort a training for life, because as a rule they are conducted on sounder lines of fair play, sanity, and uprightness than anywhere else in the world."

THE ICE SUPPLY.

The patrons of the Civil Service Co-operative Ice Supply will please remember that the last payment due on the ice was payable on the 16th inst. at La Banque Nationale. Mr. Caron reports that payments have been very satisfactory, but there are still a few outstanding. These, it is hoped, will make their deposits at once.

“The Co=operator.”

A member of the Hamilton Co-operative concern recently wrote to the general manager as follows:

“Do you honestly think that a co-operative store can succeed when placed side by side with a big department store? Are conditions not different here from what they are in Great Britain? I am told that competition is very much keener here.

“Yours truly,
“J. MOORE.”

The manager's answer was as follows:

“It is always amusing to me to hear a man say in reference to Co-operation, ‘Yes, I know what you tell me is all very fine, but the conditions here are so entirely different from Europe that you cannot begin to understand them.’

“Does that man ever guess how funny he is? If there is a red bird in his tree and he does not happen to see one in the next tree, he immediately assumes that nature has surrounded him with a different kind of atmos-

phere, a different sort of light, and has given him a different quality of earth to germinate in.

“Human nature is pretty much the same the world over. The general methods of selling goods in Hamilton, New York or London are very similar. There are department stores in Great Britain and there are also the stores of millionaires like Lipton, Cooper & Co., etc. These men have time and again been routed by the co-operators. It isn't a matter of condition that will make or break co-operative stores, it's a matter of faith and loyalty. The members must understand what they are trying to do.

“The essence of co-operative distribution is the dispensing with the wastes of competitive business. I had not proceeded far in the work of co-operation here before I found that most of our followers demanded the same ‘style’ as they get elsewhere, and I also found that if they did not get it they would not trade with us. To illustrate: The rent of our store would be increased to over five times the amount if we were one block east. But there are dozens of members who grumble because we are not east.

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Please Patronize Our Advertisers.

You would get no better goods if we moved, and you are paying more for goods bought on King street east. Customers, not shopkeepers, pay high rents.

“Again, one of the stores here boasts that they paid twenty-five thousand dollars for advertising. They didn’t pay it. Their customers paid it.

“It costs you ten to fifteen cents on every dollar’s worth of goods to pay for advertising, location on best streets, employes enough to be able to wait at once on all customers in the busiest hour of the day, etc.

“Where a market is already secured among those banded together in a co-operative way the need of these expensive means just referred to should no longer be felt. My friend, I will tell you the straight truth. We are steering a middle course. We will go out into straight co-operation as soon as our people let us. To-day we are doing some things that are not co-operative. First: We are selling goods at a smaller margin of profit all round than are our competitors. Second: We are spending over much

in advertising. Third: We are not getting the full support of our own members. We are up against the department stores and we are steadily gaining ground, we are getting new business and more business, and new and old co-operators are getting a glimpse of the promised lands ahead, and in consequence we have more loyal adherents to-day than we ever had before. Big purchase dividends cannot come when we sell at prices such as we now are giving, and big purchase dividends are necessary for success. But obstacles are being surmounted one by one and when you understand your store better you will not ask IF we can succeed, you will do your unite and say, ‘I am going to make it succeed.’ A department store in a big city is a dear place to deal after all. Their expenses are very high in proportion to their business, and I can honestly say that I think that a co-operative store can succeed even if placed next door to one of them. But after all it depends upon what YOU think.

“J. P. WHELAN.”

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