

THE CIVILIAN

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The Salary Question.

Some further considerations on the Civil Service Commission's report and the proposed Civil Service Act.

Though at the moment of going to press we may still be said to be without final information as to the manner in which the government proposes to deal with the salary question, the following observations on what seem to us the fundamental principles involved are offered in the hope of assisting an intelligent discussion of the subject.

It might have been thought that on a question so immediately important to all concerned as that of salaries, some clear-cut, definite statement would have been among the first of official utterances in connection with the proposed reforms. That such has not been the case, however, need not be received with unmixed disappointment. The spirit and not the letter of the new legislation will count for most, and a government is invariably diffident in putting forward the expenditures involved in any change. At the same time as some danger of confusion of thought lurks in the whole question of civil service remuneration at the present time, it may be well to re-state the situation in its origin as well as in its development during the past few months.

About a year and a quarter ago, the government, in view of the prolonged and still continuing rise in cost of living, was moved to do, what practically every other employer of labour in Canada had already done, namely, adjust its scale of salaries to the

changed economic conditions. The appointment of the Royal Commission followed. Between the appointment of the commission and the date of its report to the government the only incident that need detain us was the presentation of the memorial of the Civil Service Association in June, 1907, with its extended and convincing statement with regard to cost of living tendencies during the decade 1897-1907. In view of the cordial acceptance of that memorandum on every hand, and especially by the commissioners, it may be of interest to quote again from its closing paragraphs:

"In conclusion, the Association wishes merely to emphasize, by way of recapitulation, the important points that it has sought to make clear in the preceding statement. If the evidence it has collected is correct, the price of nearly every staple commodity, constituting the very basis of existence, has advanced to a degree that, without liberal provision to counteract, will soon cause not only distress but impaired efficiency in the service. Rentals, wages, and other kindred expenditures have been shown to be quite as strongly upward as prices. Applying these facts in the most practical way possible, it was found that to the man of low salary the increase in cost of living during the past ten years has amounted to 30-35%, while to the man of higher rank and remuneration, it has been at least 26% to 30%. These are not guesses, but re-

sults based upon approved methods or dealing with statistics of this nature, and they are within rather than outside of the facts. The serious nature of the situation is expressed more clearly in the terms of salary, when it is said that the man receiving \$900 in 1897 would require fully \$1,200, and the man receiving \$1,500 fully \$1,900, to live with the same degree of comfort in 1907."

Elsewhere in the memorial full reference was made to the injustices of the classification system, as administered, in preventing individual civil servants from proceeding forward on the salary list in accordance with their growth in efficiency and ability. It may be added that in the memorial presented to the Prime Minister in April last it was shown that the hardships of the situation had been intensified rather than alleviated during the period since the first review.

These representations on the part of the civil service were repeated, and even added to, by the commissioners. Let us quote one or two typical sentences in this connection from their report: First as to the overwhelming effect upon the rank and file of the service of the rise in prices:

"The civil servant in those days (i.e. 1892), although not in receipt of a large income, had his wants satisfied cheaply and without stint. In these days of cold storage and rapid transit, the products of the farm find their way to the motherland and distant countries, and the civil servant, rejoicing still in the same salary which was paid 30 years ago, finds his purchasing power sadly diminished, and is forced to face circumstances which are sometimes cruel in their operation, especially in the case of the younger members having families. Your commissioners have heard from officials, and from groups of officials, one after another, the most harrowing details of the privations endured by them in providing for those dependent on them. And as nothing so unfits a man for the faithful performance of his daily work as the constant worry

over money matters, your commissioners consider that in dealing with the question of salaries, greater consideration should be shown to the very different circumstances existing at the present time than existed thirty years ago."

Elsewhere the report shows no less appreciation of the inequalities that exist on every hand in the service, apart from any change in economic conditions, between the character of the work performed and the salaries paid. The case of the Deputy Ministers is elaborated at length. Promotions, the commissioners also find, "have taken place for other reasons than the necessities of the service." With regard to the pay of the upper classes in the service, the commissioners said :

"Your commissioners are of opinion that while with the large body of officials making up the public service it may be necessary to arrange them into classes, yet it is desirable as far as possible to encourage talent wherever it may be found; and for this reason the increments should be adjusted or proportioned as much as possible to the varying ability and efficiency of each officer whether senior or junior, and that in most cases, where a growing efficiency on the part of the officer is admitted, an annual increase of \$100 should be given until a maximum is reached."

Of the lower classes, from the same point of view, they said:

"With regard to the lower grade officers and their salaries, it is difficult to obtain proper assistance at a minimum salary of \$500 unless the service is altogether recruited from Ottawa. This would be disadvantageous to the public interests, your commissioners consider, and they would recommend that instead of a minimum salary being mandatory for entrance to the public service, a certain amount of relaxation of this rule should be allowed, and if it were necessary to obtain assistance at the rate of say \$700 per annum it should be within the reach of the department to obtain such with-

out asking Parliament for a special vote."

It is very plain from the above that the readjustment of salaries for which such dire need is expressed must be carried out from two distinct points of view, namely, the point of view of the pronounced increase in the cost of living during the past few years which affects all without distinction, and the point of view of the equalizing of the scale in many individual instances to the duties performed. This distinction is so important in its bearing on the true solution of the problem that we would wish the greatest possible amount of emphasis to be placed upon it.

Let us now examine, for a moment, to what extent the needs of the civil service, as above set forth, are met in the recommendations of the commission and the proposals (in so far as we know concerning them) on the part of the government.

First as to the findings of the commissioners. The matter of salaries is given a clause to itself:

"Your commissioners are of opinion that somehow or other the immediate question of salaries should be dealt with. They cannot recommend general increases, but they would suggest to Your Excellency in Council the advisability of at least taking votes for granting increases to deserving officials, and that for eastern Canada, both in the inside and outside service, such increase might be at the rate of 15 per cent. for officials whose salaries are under \$1,500 and 12½ per cent. for salaries above that rate; and for the western provinces where no doubt a greater need prevails, these scales should be 25 and 20 per cent. to the same proportion of incomes and all provisional allowances should cease. Your commissioners suggest that such increases should only be granted on rigid examination, but as time goes on, if the suggestions of your commissioners are carried into effect, these special increases should be abolished and a scale of salaries laid down suitable to each de-

partment and office in the public service."

If, at first sight, there is some confusion of thought in the above as to the precise grounds upon which the proposed increases are to be granted, this will vanish on a careful reading. Clearly, the underlying intention of the commission is that compensation shall be made adequately and without reserve, for the increased scale of living. This is proved by the fact that the commission carefully differentiates between the higher and the lower paid classes, following the demonstration of the Civil Service Association that the latter have been harder hit by the advance in prices than the former. Moreover, it distinguishes between the eastern and the western provinces on a basis that is wholly one of cost of living. What, then, is the meaning of the suggestion that a rigid examination should precede the granting of every individual increase? Simply this: There are men in the service — no one will deny it — whose efficiency may have declined or whose conduct may have become unsatisfactory since their present salaries were fixed. These have no plea for consideration, even on cost of living grounds, and if the government takes the present opportunity to punish them, they have themselves alone to blame. The suggested examination does not imply that the design of the increase is simply to discover and to reward merit. The meaning of the commissioners is better expressed by saying that the increase is intended to place the civil servant in the same relation to economic conditions that he was ten years ago, but that before he is given such treatment he must prove he is not unworthy of it, but that he can offer at the least the same quality of service in return.

It may be early yet, even with the bill in hand, before final explanations are available, to speculate as to the precise intent of the government with regard to salaries and to what extent the findings of the commission are to be carried out. The specific refer-

ences to salaries contained in the bill are confined to the clauses which define the limitations of the proposed new classes and prescribe the methods by which the present service is to be transferred thereto. The first undoubtedly provide in many instances for a more liberal scale of pay. It is the second division of the subject—that involving the status of the present service under the new provision—that will be viewed with the greatest amount of interest by the service. At the present moment, these provisions cannot be said to be of the character which the situation demands. Apparently the service is to be transferred *en bloc* from the old to the new regime without changes in salary other than such as may arise out of the readjustments of maximums and minimums, and in some cases even changes of this kind will not be present. There is the clause, of course, to the effect that the Ministers are to define the organization of their several departments immediately after the coming into effect of the Act; but it is hard to see the exact force of this if the re-classification under the other provision is to be carried out automatically. In point of fact, the automatic transfer of the present service to the new dispensation will fall foul of both of the horns of the salary dilemma as we have defined it above. It makes no specific provision on the score of cost of living for the wholly altered conditions of the present era, and it will perpetuate the old, meaningless classification of the service under which there is little or no necessary correspondence between the nature of the duties performed and the salaries paid. When it is again remembered how the whole question of civil service reform had its root in the recognized necessity for adjusting salaries to the new economic conditions, the omission from the bill of any provision which will meet directly or indirectly the cost of living situation is a very serious one. If the proposed transfer *en bloc* is intended only as a preliminary move in the process of reconstruction;

if it implies that in the act of transfer consideration is to be made of the necessities of the service and of merit, in the way recommended by the commission as above described, well and good. In any event, however, it is not a time for disappointment on the part of the service. We must not rashly believe that our case in its essentials is not understood by Parliament, and that being understood some action will not be taken to relieve it. It should be the object of the association, following the same commendable methods which it has used so effectively in the past,—methods which recognize both its duty to itself and its position before the country—to secure this perfect understanding both in Parliament and in its own ranks. With a cause founded so visibly on justice and right reason, there should be no occasion for fear.

EVERY SHIELD HAS TWO SIDES.

(Contributed by certain ladies of the Service.)

In the article, "The New Era," which appeared in the last number of THE CIVILIAN, was a section devoted to "Female Employment." The attitude of the writer was certainly not unfair, and there was nothing in the treatment of the subject to which anyone could justly take exception. It may not be out of place, however, to discuss the question generally in its broader aspects, particularly as the service includes not a few whose minds are somewhat prejudiced against the employment of women under any circumstances. On the present occasion, therefore, it is intended to speak with more or less generality, reserving anything of specific nature for another time.

The position of women in business is not yet sufficiently long-established to be free from anomalies. It is difficult to reconcile the two careers —

marriage, which appears to be the natural career, and business, which may be made a secondary one. A few women have been truly successful in both, but they are rare exceptions. The average girl enters the world of business under the spur of necessity. While there she conscientiously strives to give good service, but at the same time she views with dismay the prospect of growing old in the harness of shop or office. In many cases, a girl's up-bringing, mental habit, and, possibly, inherited instincts contribute to render the routine of business distasteful to her. And so it is that many a woman regards the home as still her chosen sphere; her heart instinctively goes out to its appeal, strong in the faith that the joys and sorrows of home are peculiarly her own.

But all are not formed in the same mould. There are women who enjoy business, and enter its sombre portals with zest. Others may not feel the call so strongly, but once there soon take to "speeding-up," as they catch the prevailing spirit of those about them. At all events, the number of women workers is now very large. It will not do to say that women are by nature designed for the home, and for nothing else, and to attempt to exclude them from employment. It is idle to ignore facts: such as that women are actually in business in large numbers; that they can do many kinds of work equally as well as, or better than, men; and that they have actually fought for and won a place in the stern natural economy of business. The daily press bears witness to the demand for women as canvassers, stenographers, cashiers, confidential clerks, and so forth. Facts, if ignored, are in the end usually visited upon the head of him who ignores them. So far as the *free market* is concerned, the day of women is only beginning; as to the *civil service*, a word to those in authority: Gentlemen, you hold the trump cards at present, and your will is paramount. You may exclude wo-

men entirely, thus demonstrating your superiority and incidentally adding to the public expense; or you may go on as you have been very generally doing, throwing women, efficient and inefficient alike, into a hodge-podge class — a sort of limbo for lost souls. But, gentlemen, you are curiously deceived, and have most mistakenly read the signs of the times, if you think to settle the matter in that fashion. Strong as our sex is in its habits and prejudices, women cannot help becoming a direct political force, and that soon. In a few years we shall have the suffrage; and why not? "Our strength is as the strength of ten, because our heart is pure." In due time, gentlemen, your civil service will respond to the new conditions, and we women will then have to take in hand purging the service of the unfit, male and female alike. But, no doubt, dear brethren, you will anticipate us by focussing upon this whole question your exalted talents, so divinely adapted as they are to seeing that the "republic takes no damage."

At present, women in the service are generally assigned to dreary routine work, for the most part without hope of change. Upon this they waste their energies, and their capacity for doing real service is lost. Thus is lost also the benefit of the good qualities which they possess as workers: readiness of faculty, adaptiveness, careful, accurate conscientiousness. It is true that there are some posts which, in the existing state of public opinion, they cannot fill. True also is it that to this extent, and to the extent of their leaving the service for private life, the presence of women in large numbers on the staffs depletes the number of persons from whom incumbents for the higher positions can be chosen. But while they are willing to bow before the force of an argument of this kind, and to recognize that conditions must take precedence of theories, they dissent from the notion that woman is naturally the inferior of man in judgment

or intellect, believing that this is the radical heresy underlying the extreme views of not a few. There are men whose disdain for women in business is equalled only by their own inefficiency. With these we shall not attempt argument, realizing that the mind of a bigot is like the pupil of the eye, in that the more light is poured upon it, the more it contracts.

CIVIL SERVICE CO-OPERATION.

A most interesting and instructive address; a large and representative audience, and the appointment of a strong committee for the purpose of arranging the preliminary details in connection with the formation of a Civil Service Co-operative Loan and Credit Association, were the features of the meeting held on Friday evening last under the auspices of THE CIVILIAN.

The meeting was held in the railway committee room of the House of Commons, and was attended by upwards of one hundred and fifty civil servants, representing every branch of the service. Mr. J. A. Doyon, vice-president of the Civil Service Association, occupied the chair, and Mr. W. A. Code acted as secretary.

Mr. Alphonse Desjardins, founder and president of "La Caisse Populaire de Lévis," and, as indicated in our last issue, the most eminent authority in Canada upon the co-operative movement, delivered an address of over an hour's duration. Mr. Desjardins is a pleasing, as well as a convincing, speaker, and he had no difficulty in persuading his audience that the establishment of a co-operative association along the lines of the one so successfully managed by him during the past seven years, would be of very great benefit to the service.

La Caisse Populaire de Lévis, Mr. Desjardins stated, was the first co-operative loan and credit association started in America. From a small beginning the record has been one of

really wonderful achievement. Organization was effected in December, 1906, with 100 shareholders, the number of shares subscribed being 560. The value of the shares was placed at \$5 each, payable in weekly instalments of 10 cents. Collections were begun in January, the total amount received on the first day being \$19.00. The first loan was made three months later, and from that time on rapid progress was made. During the 1st and 3rd years the loans amounted to \$3,667, \$19,800, and \$27,030 respectively, and last year the sum of \$58,549.59 was borrowed from the bank by its shareholders. During the seven years of its existence business transactions to the amount of \$339,875.00 have been effected. For the greater part the loans have been for small amounts. No loan is made for more than \$1,000.

Interest is charged at 7% and 8% per annum, according to the nature of the loan — a distinction being made between loans discounted in advance and payable at a fixed date, and those which may, at the option of the borrower, be paid before maturity.

The society is restricted in its operations to business with its members only. Every shareholder must be reputed as of good habits, sober and punctual in payments, and can be admitted to membership by ballot only. He cannot participate in profits until the full amount of his share is paid. Applications for loans are made to the manager who submits them to a committee on credit and management, which committee decides whether the application is to be granted or refused.

Before making a loan the committee of credit is obliged to obtain accurate information with regard to the honour, the spirit of order, activity, honesty and ability of the borrower, and the latter is bound to state in his application for credit the use he intends to make of the money asked for.

The repayment of loans is generally by instalments, as far as possible

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NEMO SIBI VIVIT.

If ever there was a time in the history of the civil service that calls for broad-mindedness of outlook on the part of all concerned, it is the present. "There is a tide in the affairs of men"—we know the rest, as Byron says. Beginning a year ago in a somewhat mild impression on the part of the government, that civil service conditions might possibly require adjustment to the altered scale and expenses of living, the tide has continuously risen since until the full flood of complete re-organization and reform is now upon us. It is the greatest opportunity in the history of the service. Correspondingly great are the responsibilities involved.

To speak of opportunity and responsibility is at once to suggest the question: for whom? The obvious answer in the present case is,

of course, for Parliament — for the representatives of the people led by the government whose interests in the capacity of employers are those most vitally concerned. But we believe that the service, too, handicapped though it is by the adverse conditions under which it has grown into being, must no less try to rise to the occasion. Let us develop both these points of view a very little.

To the government the problem or the hour is of the most practical. It must fashion an instrument to carry on the business of the country in the very best way that shall be possible. The supreme test of the civil service must be its efficiency. But the service is not a machine, amenable to only one kind of motive power. It is a sharply differentiated body of men, of highly specialized duties, and though the country's claims are paramount in the present issue, it is not to be thought that the service as it stands has no rights that must be taken into account. The government, however, will do its duty to the service no less than to the country if it bears in mind throughout the work of reconstruction the high calling that, rightly considered, belongs to the civil servant. If work be honest and honourable everywhere, let it be thought to have some added virtue when it is done for our country. We see something of this in the case of the soldier. Perhaps no better example of how differently the civil servant is regarded could be cited than the frequent holding up of the business world as a model to which apparently the government should be satisfied to bow the knee. Is the potency of "pull" complained of? At once we are told that in a bank the clerk who has an uncle on the directorate gets his managership more easily than another. But how unhappy is the pass to which we are come when the service can be thought sufficient if it measures up to the standards of the business world. The business world has a safety valve in the pressure of competition that the

service wholly lacks, and no criticism can be made of the general principles on which it manages its affairs. But the government should aim higher. It should aim to offer in the civil service a model to the whole community for perfection of organization and adaptability. And the most powerful means to this great end will be through the raising of the status and prestige of the service so that it may become at once a credit to the country and a credit to itself.

As we have said, we believe the changed conditions of the past few years offer something not unlike a challenge to the civil servant. He has been prone in days past to think that his help is from without. So it is, but not wholly. In all living organisms (and the civil service must be permitted sometimes to think of itself in a corporate capacity) growth proceeds from within. It is an unfortunate thing that the present issue should be so largely and so directly one of salaries. It will be a thousand pities if the average civil servant allows his needs to dwarf his judgment, and measures the whole of civil service reform by the amount by which it may immediately increase his wages. No one can be more convincing than we of the crying necessity of a readjustment of salaries to the changed economic conditions and the real functions performed by the civil service; but, let us say frankly, no one would more regret to see the present situation yield nothing more than this. Let us emerge into a larger air. Let us take a broad and sane view of things. Let us appreciate the problem of the government as well as our own case as individuals. Who should be the expert on civil service reform from every view-point if not the civil servant? Let us remember that if we seek the greater things first, the lesser will be added to us.

With the present issue, THE CIVILIAN has taken unto itself a motto — *Nemo sibi vivit*: No one lives for himself alone. We have placed it at the top of this little preachment, as

well as on our title page to-day, because we think that it fittingly describes what should be the dominant spirit of the hour, and that the rank and file of the service no less than this its humble servitor might find in the words something of guidance and something of inspiration.

WE TOO ARE CANADIANS.

“*Force* and *Right* are the governors of this world; *Force* till *Right* is ready.”—Joubert.

It has been said many times that Canada is the freest country in the world, because her institutions are the most responsive to the people's will. Whether or not this constitutes the noblest and most enduring form of freedom, we shall not stop to enquire. But we may accept without question the view that our system of government is singularly free from any taint of absolutism. Not only so, but no government in this country enacts any important measure without first gauging public opinion. Is it a Bank Act that is in question? The bankers must first be heard. Is it an excise matter? The views of tobacco-growers, retailers and users are respectfully listened to. And so on, until we doubt not that if it were proposed to lay an embargo on bombs, some one would be sure to ask whether the anarchists had been duly consulted. Nor will any one be inclined to deny that in all practical business matters, the system is based on sound sense.

But there is no ointment without its fly. A most important measure affecting the civil service of Canada is now in hand, and yet it is the fact that the persons whose interests are most vitally involved are precisely the ones whose opinions are not sought. This has been so for a time and times; for so long in fact that the memory of man runneth not to the contrary. To cite just one other example: did the

service ever have an opportunity of saying *Nay* to the Retirement Act? It ought to be observed, however, that in times past the service consisted of just so many units, and that it was mainly without form and void. But to-day there is the Civil Service Association of Canada, a responsible body with responsible officers. This organization is possessed of machinery well adapted for winnowing the wheat from the chaff, and for presenting the just views of the service, as distinct from the views of agitators pure and simple. "Force till Right is ready," says our philosopher. The day of "Right," or an approximation to "Right," has come for all Canadians—one group alone excepted. "Force" is thought to be good enough for civil servants.

We point to this state of affairs from no desire of complaining. Those in highest authority deserve something more considerate than mere complaints. "It is better to keep a flock of sheep upon the hillside than to meddle with the government of men," said Danton, and every thinking man knows that the saying is just. All those appointed to this heavy task of governing men have our loyal sympathy. We do think, however, that the public service ought not to be held at arms' length where it is itself so deeply concerned. If this long-standing condition be traceable to our public men, we think it fair to ask that they should change their attitude; while, if it be due to mere inertia on the part of the service (as is perhaps partly true), then the service ought not to continue to stand in its own light.

NOTICE IS HEREBY SERVED.

There was once a religious sect known as the Dirt-Eaters. The sect is now extinct—not a devotee left, so far as can be learned. Indigestion, becoming more and more acute, took off every mother's son of 'em. But

in that taking-off was no abrupt change, for in death as in life they had their "fine pates full of fine dirt."

"O, a pit of clay for to be made
For such a guest is meet."

The practice is not quite extinct, however. Certain African tribes, impelled thereto by a disease to which the big-wigs have given a learned name, are modern exponents of the practice; and Humboldt found in South America a tribe called the Otomacs, who were forced into this strange bread line when fish and turtle failed. It is not upon record that any of these ate because they liked the diet. Either religious mania, or an abnormal pathological state, or simple hunger was the impelling cause.

No more do civil servants like the diet which is all-too-often served out to them. They have "eaten dirt" for thirty years. We need not specify, everyone knows it. In last issue we referred to the Montreal Star's playful allusion to "kicking the Government's dog"—the service, no less! Incidentally, the Star kicked the poor quadruped a little too—all in fun, bless you—and rather in the tie-a-can-to-his-tail spirit. We rather liked the joke, ourselves, and we refer to it again only by way of illustration, for good-temper is not always the distinguishing feature of unjust attacks on the service, but more often rancor and bitterness lie behind them. There have been instances where charges nothing short of libellous have been made against members of the service, and it is time such things ceased. We beg to remark that this same dog has teeth, and while a humorous, good-tempered fellow, he dislikes ill-usage. Let housebreakers and stealers of character take notice. *Cave canem!*

Our bard Mercutio (whom for his nimble wit in numbers we shall have to crown with the wreath of parsley) has chosen another quadruped for purposes of his allegorical poem, "The Muzzled Ox," which appears in this number. List to the bard! We

fancy that everyone would see the true significance of the poem without attention being thus called to it. But be that as it may, our aim and his is to voice the resentment of the service: a resentment felt, not against criticisms made in good faith, but against the unjust and essentially cowardly attacks that are only too often in evidence.

OUR GENTLE SISTERS.

In another column is published a special article contributed by certain ladies, members of the service. These ladies do not undertake to speak for all women in the service, but only for their own group, as we are glad to point out on their behalf. The article is well worth a perusal. Its tone is fair, and there is in it, under a show of truculence, a vein of right good humour.

As to the prime contention, namely, that the sexes are equal in power and glory, who can decide? All that is accidental and fortuitous to the question must first be eliminated. This is a large order, and involves the setting aside, were that possible, of centuries of accumulated inherited tendencies, the fruit of specialized physical and mental habits. For our part, we confess ourselves quite unable to cope with it upon that basis, and in default we fall back upon the law and the prophets. With what result? The usual result. In one camp a host headed by the High Priest of Idealism, Plato himself, who to this day still feeds the thought of the world. He contended for the equality of the sexes. In the other camp is ranged a throng among whom is conspicuous the Great Cham of Literature, Samuel Johnson. Hear *him*: "It is mind that always governs. When it comes to dry understanding, man has the better." In such a state of affairs, we fall back upon our own private opinion, which shall — shall remain *strictly private*.

A second question, forcefully presented by the ladies themselves, is more practical. It appears to us that they correctly gauge the situation in implying, as they do, that women cannot now be dislodged from business, or remain much longer out of politics. Indirectly, they have always been in politics, but now, if we may trust to all the signs, the distaff is to come out into the open market-place. Professor Pearson, of Cambridge, has held for years that this is to be the dominant movement of the present century, and many others who think they know a hawk from a hen-shaw have watched the growth of the cloud, at first no bigger than a woman's own hand. Idealists who believe that that "which is the most holy will be the most useful," will not be fearful over-much; and others need not worry, the gods having divinely appointed that the pot shall keep a-boiling.

THE PROPOSED CO-OPERATIVE LOAN ASSOCIATION.

There are two reasons for gratification in the meeting held at the call of *THE CIVILIAN* on the 12th inst., to discuss the formation of a Co-operative Loan Association within the service, details concerning which are published in a report on another page. In the first place, the object is a most worthy one, and the meeting gave it an initial impetus of support and enthusiasm which will carry it far. In the second place, as a mere instance of the enkindled interest of the service in its own affairs, a meeting of one hundred and fifty persons, called at short notice, to discuss a subject which, however important, is largely of a technical and little understood nature, proves what excellent material is at hand for the propagation of ideas of self-help and self-confidence.

If there was one feature of the meeting that calls for special comment, it was the clarifying effect of

Mr. Desjardins' address and subsequent explanations. The most-to-be-dreaded enemy in such a case is a pre-conceived and imperfectly informed public opinion. It remains to the committee to survey the field with proper caution, to frame a constitution and working plan that will exactly meet the situation, and to institute a propaganda that will be convincing beyond the shadow of suspicion — all of which will be laborious without a doubt, but at the same time, we believe, quite feasible.

THE CIVIL SERVICE BILL AT LAST.

At about the time when it is necessary for us to go to press, the new Civil Service Bill is being introduced by the Hon. Sydney Fisher in the House of Commons. Exigencies of time forbid extended comment upon the actual provisions, though some remarks on the salary question appear elsewhere; but as everyone will be interested in seeing the precise measure *in extenso*, we have arranged for printing the whole Bill as an Appendix to this issue. It is our earnest wish to give every civil servant an opportunity of examining the clauses for himself, and of possessing a permanent record.

THE COST OF LIVING.

Well Known Educationist States That It Costs 45% More to Live in Ottawa Than it Did Five Years Ago.

Prof. Andrew McPhail, of McGill University, is reported as having made the following statement in the course of an address delivered before the International Club of Boston, on the 9th instant:

"Canada is to-day the most expensive place in the world in which to live. In Toronto the prices of necessities advanced 67 per cent. between 1897 and 1906; in Ottawa 45 per cent. in the last five years, and in Montreal 36 per cent."

Prof. McPhail has made a study of economic conditions, and his statements corroborative as they are of the report of the cost of living committee of the Civil Service Association, are of special interest to civil servants at the present time.

THE REPORT OF THE CIVIL SERVICE COMMISSION.

II.—Superannuation.

(Continued from the issue of May 22.)

8. In paragraphs 2 and 7 of the preceding portion of this article, reference was made to the serious plight of many officials who, after years of service, find themselves still among the unclassified, and consequently without superannuation rights of any sort. The Commissioners, as was remarked, recommended that such officials should be brought as speedily as possible under a Superannuation Act, but, as in the case of members of the Retirement Fund, made no mention of how it should be done. The question is: How can such officials be brought under a Superannuation Act upon terms equitable alike to individuals on the one hand, and to the Government on the other?

9. The first reply is likely to be that the Government should provide, *ex gratia*, the full superannuation allowances when retirements are necessary. But upon consideration, it will be seen that the tendency under such an arrangement would be to continue the officials at service as long as possible, and even after their usefulness was gone, in order to save the allowances. On the other hand, if the allowances were granted with a

view strictly to the efficiency of staffs, it will be agreed that the arrangement would scarcely be a fair one for the Government, the officials themselves having contributed nothing towards superannuation. And yet, to expect these officials to make good by contributing, with or without interest, at the full rate applicable in the case of those entering hereafter would be equally unjust, and in most cases the making good of the deferred contributions would be a virtual impossibility. Thus to give an illustration: suppose such an official to have served 30 years; his salary during the first 10 years having been \$1,000; during the second 10 years, \$1,250; during the final 10 years, \$1,500. Payment of the full 4% rate of contribution (with interest at 4%) would require a sum of \$2,710. Few if any could hope to make such a payment and to attempt to differentiate cases according to ability or inability to pay would be quite impracticable. A solution of the difficulty on this basis is thus seen to be out of the question.

10. The following will appeal to most persons as a reasonably fair method of reconciling the conflicting interests, in so far as these can be reconciled. It is very generally agreed in connection with superannuation funds that employers and employees should contribute upon equal terms, the benefits of any system being reciprocal,—advantageous to the employer as enabling him to keep his staff at a high level of efficiency, and to the employee by providing for his old age. This principle being recognized, it follows that the Government, when it superannuates an official after, say, 35 years' service, is in reality providing at its own cost for 17½ years (or one-half of the allowance), for the official's own contributions have been sufficient to provide only for the other half of the allowance. Now to a case in point: an unclassified official, with a service-period of 20 years, is to be placed in the classified ranks and brought within the scope of a Superannuation Act. Upon the principle

above referred to, such official might properly be credited with the prospective right to an allowance based on one-half of his period of service, — 10 years. The remainder of the allowance has not been earned by the official's own contributions, and he should only be permitted to increase the effective period upon which the allowance will be based upon making the forborne payments. For the future he would of course pay the usual rate. Even if no payments were made in respect of the past, such official would be entitled to a superannuation allowance based on an effective 25 years, if he continued in the service 15 years longer. The principle thus illustrated hypothetically is capable of general application.

1. As to the provisions in the Commissioners' Superannuation Bill, which permit of allowances to widows and children, the scale upon which such allowances are grantable is a moderate one. The need for these allowances must be squarely fronted, and any measure which does not include them is only half complete. There is one other method by which the same object can be attained,—whether as effectively and economically will be questioned,—viz., by a compulsory insurance system. In order to show what other countries have been doing by way of providing for dependents of public officials, the following statement is added, showing in synoptical form the chief measures of Continental Europe and the recent New Zealand Act. To give this statement greater value for informative purposes, the other chief features of each of the systems are also noted. It is impossible to say, except as regards the New Zealand scheme, which went into effect last year, whether these Continental systems are in operation at the present moment. It is difficult to procure recent information from the countries mentioned, and all that can be said is that the systems were in full operation some years ago:

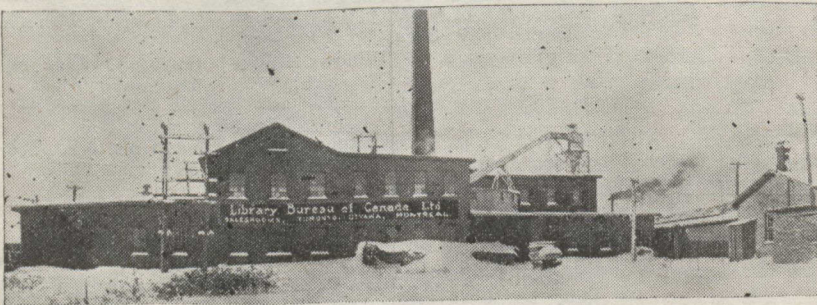
ANALYSIS OF PENSION SCHEMES.

Country	Collateral Allowances to—	Contribution	Nature of Allowances.
FRANCE	Widow only.	5% of salary. Whole of 1st month's salary also retained, and the first month's <i>increment</i> whenever salary is increased.	At age 60. Claimants must have served 30 years, except upon production of medical certificate, which is difficult to obtain. On death of pensioned clerk, one-half of his allowance is continued to widow until re-marriage. Widow must have been married for at least 6 years.
GERMANY	Widow and Children	No deduction. Entire funds provided by Government.	After at least 10 years' service and attainment of age 30. After 10 years' service, $\frac{1}{4}$ of current salary and sustenance allowance. Maximum pension, $\frac{3}{4}$ of current salary and sustenance allowance. Widows receive $\frac{1}{3}$ of pension to which husband entitled, not to be less than \$35, nor more than \$400. If widow 15 years younger than husband, allowance is reduced by $\frac{1}{3}$. Forfeiture on re-marriage. Children receive up to age 18, and irrespective of number, $\frac{1}{5}$ of mother's pension, if mother alive; $\frac{1}{2}$ if mother dead,
HOLLAND	Widow and Children	4% of salary, with stoppage of one month's pay once in 5 or 6 years.	Pension on basis of $\frac{1}{100}$ of <i>final</i> salary for each completed year of service, with a maximum of $\frac{1}{10}$ or $\frac{2}{3}$. Widows receive annual allowance equal to $\frac{1}{4}$ of husband's final salary, but maximum must not exceed 600 florins (say \$250). Forfeiture on re-marriage. Children, irrespective of number, receive $\frac{1}{10}$ of father's salary as annual allowance.
BELGIUM	Widow and Children	Service divided into 2 sections:— Section 1—Qualifying for husband's pension only. No contribution. Section 2—Qualifying for widows' and children's pensions; $3\frac{1}{2}\%$ on salaries of 3000 francs (\$600) or over; 3% on those under 3000 francs.	Husband's pension at 65 after not less than 30 years' service, when pension = $\frac{30}{100}$ of mean salary last 5 years. $\frac{1}{10}$ added for each additional year up to maximum of $\frac{40}{100}$ or $\frac{3}{4}$. Prior infirmity entitles to pension on same basis. Widows receive $\frac{1}{2}$ of husband's mean salary last 5 years. Children receive allowances to age 18 of 2% of father's mean salary. Death of mother entitles children to additional allowance upon a sliding scale based on number of children.

Analysis of Pension Schemes.—Continued.

NEW ZEALAND	Widow and Children	5 to 10% according to age when first contribution becomes payable. NOTE--This scheme is to supply to present officials, at their option, as well as to future entrants.	<p>To male contributors pension of $\frac{1}{10}$ of final salary for each year of service, provided service not less than 40 years and age not less than 65; female contributors.—the same, except that service—period 35 years and attained age not less than 55 years. Above pensions claimable on 3 months' notice. Maximum not to exceed $\frac{2}{3}$. Prior pensions on invalidity at same rate. Contributor may elect at retirement to accept his total contributions, <i>without interest</i>, in lieu of pension.</p> <p>Widow, to receive, irrespective of husband's salary or allowance, a fixed annuity during widowhood of £18. (say \$90); or in lieu thereof, her husband's total contributions to fund in one sum.</p> <p>Each child to receive a fixed allowance of 5 shillings a week until 14 years of age.</p> <p>If a female contributor leave children at her death,—same allowance.</p> <p>If contributions exceed total amounts paid to contributor during life, plus payments to children after such person's death, balance to go to representatives. (When contributor leaves a <i>widow</i>, this does not apply).</p>
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THE SOLILOQUY OF THE MUZZLED OX.

*Thou shalt not muzzle the ox that treadeth
out the corn.*

Yes, my master's fields are ample, stretching
northward to the Pole;
On the east the waters lave them, on the
west the waters roll,
Dew and rain deal kindly with him, and the
sun has blessed his corn;
In his chests the gold and silver are re-
cruited morn by morn.

There is pasture for the heifers, there is up-
land for the sheep,
And the ravens in his branches find a friendly
place to sleep.
For the vulture there's a carcase, and a bone
for who may ask,
But the ox that treadeth out the corn is muz-
zled at his task.

At the city gates the elders of his people sit
in state,
Earning fame from all the nations for their
wisdom and debate;
And the captains of his bowmen strut in
feathers richly dight;
While the muzzled ox toils longing for the
Butcher or the Night.

Oh! the unregarded treading in the silence
and the heat
When the day is lost in languor, and the
clover's breath is sweet,
While the flies upon my buttocks rise to buzz,
and drop to bite,
Knowing well I may not smite them, though
I raise my tail to smite!

May the heifers find the pasture, and the
sheep the upland find,
May the ravens,—and the vultures,—have
the freedom of their kind.
Naught I wish them to relinquish; my re-
quests are simply these,
*Keep the flies from off my haunches, and
remove this muzzle,—please,*

Mercurio.

CORRESPONDENCE.

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

An Englishman's Account of the British Service.

(Continued.)

In specifying the subjects for ex-
amination for Clerkships of the
Second Division of the British Civil
Service in my last paper to THE
CIVILIAN, I forgot to mention that
there have been upwards of 600 candi-
dates competing at one time for about
40 vacancies, and as each of the can-
didates was quite qualified to compete,
it will be easily realized that the suc-
cessful men must be those possessing
exceptional merit.

Before proceeding further it would
be well, perhaps, to place on record
the statement that, as far as I under-
stand it, and I have no doubt the Edi-
tors of THE CIVILIAN will bear me out,
the columns of the Canadian publica-
tion of that name will be conducted on
similar lines to its contemporary on
the other side of the Atlantic, namely,
strictly non-political. The desire to
make entrance into the Canadian
civil service dependent upon competi-
tion and not upon political patronage,
is a step in the right direction and can
best be furthered by conducting the
service publication on non-political
lines. At the same time there does
not appear to be any reasonable ob-
jection that can be urged against
Members of Parliament contributing
articles on service matters should they
so desire — such articles being receiv-
ed in the spirit in which they may be
offered, namely, that of a non-party
character. It is undoubtedly the case
that every Member of Parliament has
the interests of the service at heart
and, in furtherance of the policy of
making the Canadian civil service a
model for other countries to follow,
would be prepared on occasion to con-
tribute articles with a view to the at-
tainment of that desirable end.

There was a time when, as a result of appointing men by nomination, the number of clerks in the British civil service was in excess of the number actually required. But, as the competitive system was extended simultaneously with various Departmental reorganizations, the superfluous clerks were placed on the Redundant List. These redundant clerks were subsequently transferred to other departments as vacancies arose until none remained unplaced.

Briefly, then, the position is this: that by filling up the service with men who have been successful in open competition, one knows the capacity of the men; whereas, while appointments are made by means of nomination pure and simple it is not possible to gauge with certainty the positions which the men are best qualified to fill.

British civil servants have perfect freedom to meet and discuss amongst themselves all matters pertaining to their positions and prospects. Committees have from time to time been formed from representatives of the several branches of the service for the purpose of discussing some topic or other, and for the purpose of subsequently enabling the mass of the service to become acquainted with the state of affairs at that time existing. It had been urged for years by some members of one of these committees that it would be to the best interests of the service if all promotions were made by merit instead of by seniority. My candid opinion is that, unless the senior man has proved himself to be hopelessly unsuited for advancement, he is the man who should be promoted. Suppose it became a general rule of the service to promote men by merit. Every opportunity would be held out for the promotion of men who, in the eyes of their colleagues were nothing out of the common, but who might be in the opinion of the departmental head a most desirable person to advance. In other words,

the head would have noticed some exceptional trait of greatness in some one man which was not at all obvious to anybody else. This would only produce discontent within the Department concerned, and, whether the discontent be openly expressed or driven beneath the surface, the general work of the department would certainly suffer in consequence. Even if it be perfectly patent that the senior man is too incompetent to be promoted, yet in the interests of good fellowship between colleagues it were better to either promote, pension, or transfer the man to some other department, rather than to supersede him by one of his juniors. Cases could conceivably arise in which exceptionally brilliant juniors would be for a time transferred to another branch and subsequently re-transferred to a senior position in their old office whenever a vacancy should have arisen. Promotion under such circumstances could rightly be regarded as having taken place by merit, yet it would not strike so discordant a note as would a straight promotion in his own department over the heads of his seniors.

In regard to politics the British civil servant has the same rights as the non-service man, subject to certain necessary restrictions. He must on no account use the influence of his official position to secure votes for any political candidate whatever. But by divesting himself of his official influence he is at liberty to canvass as a private individual any constituency in favour of whosoever he pleases. There may be a regulation to that effect or there may not; but I am not aware of any single instance in which a civil servant has been officially debarred from canvassing, when he has pursued such a course in his capacity of a private citizen. He is not, however, permitted to occupy a place on a political platform, nor to lend the influence of his name on a political poster. But he may attend as many political meetings as he may think fit, and may shout himself hoarse, and yet subject himself to nothing worse than

to be thrown out of the meeting place by a janitor.

Outside the larger towns and cities in England areas are marked out for governing by means of Urban and Rural Councils elected by the people. These boards are concerned principally with the orderly conduct of the inhabitants, the making and maintenance of roads, supervision of building operations, control of the revenue raised for local purposes, and with the expenditure incurred in the administration of the various duties devolving upon the council. The meetings of these bodies may be held during the evening, and, as the entire business of these councils is of a non-political character, there does not appear to be any insuperable objection to members of the service serving upon them. I am not aware of any order debarring civil servants from so serving.

I would suggest that the columns of THE CIVILIAN might be used advantageously for the publication of any information which may be of use to civil servants, such as rules and subjects of examination for any post within the service, together with the salary attached to the office. Proposed alterations in the service or in the rules governing admittance to the service should also be made known as soon as possible in the general interest. Copies of examination papers might also appear from time to time.

In conclusion, I cannot do better than reiterate an opinion previously expressed, namely, that in the true interests of the service the watchword of THE CIVILIAN should be "No Politics."

J. ROE,

Accountant, Royal Mint, Ottawa.

26 May, 1908.

From the Messengers' Standpoint —
A Word of Appreciation.

To the Editors of THE CIVILIAN:

Dear Sirs,—I was very glad when

reading your very able article on the proposed new bill, to note that you did not forget to say a good word for the messengers. As you state, his duties are often of a confidential nature, and it might be added that his hours of service are much longer than those of the average clerks, and he very frequently has to be on duty on Saturday afternoons and holidays. Your article did not take into consideration the amount of "cussing" a messenger gets for mistakes that sometimes are not his. There might be some consideration by way of extra remuneration given for this.

Seriously, however, it must be admitted that no man—whether he be a messenger or a clerk—can decently raise a family on from \$500 to \$700 a year. Is the poor messenger to go without his family, or if he will have them, must they be deprived of all the luxuries and some of the necessities of life?

Why should not a messenger be given the right of promotion to the lower clerkships provided he qualifies by examination? Will you not further assist us by advocating this?

Thanking you for the interest you have taken in us as a class, and assuring you that we appreciate it, I am,

ONE OF THE MESSENGERS.

June 11th, 1908.

A CASE IN POINT.

The following communication from the President of the Civil Service Association appeared in "The Citizen" of the 13th instant. We reproduce it here because it embodies, in our judgment, the unanimous view of the civil service, and also because the charges complained of add force to an editorial protest which appears on another page. Our policy, as we indicate there, is to promptly refute these and such-like unjust criminations. He who sets fire to his neighbor's house merely

to cook his own eggs is rather too wasteful an individual for this world, and the owner of the house is surely within his rights in demanding that the practice cease.—Eds.

The Civil Service and Politics.

Editor Citizen. In speeches delivered on the evening of election day by both the successful candidate in the western division of the city and the unsuccessful one in the east, pronounced complaint was made that many civil servants had been actively engaged at the polls and on the street in trying to bring about the defeat of these gentlemen. Yesterday the Citizen devoted an editorial to the same subject. Permit me here to express appreciation of the calm and well-balanced tone of that article. No well-wisher of the service can find any fault with its conclusions, if its information is true. The offence charged is a serious one. If it could be brought home to any considerable fraction of the civil service it, would go far to justify the wholesale condemnation which so many persons seem to delight to cast upon the whole body. The charge is no new one. During a residence at the Capital which has covered the greater number of the elections since Confederation, the writer cannot recollect one occasion where a similar plaint has not arisen from the party not in sympathy with the administration "on the Hill." The several changes of government have brought about no change in this respect—only that after each "turn over" the voice of complaint has shifted to the other party. In most instances the charges have passed unchallenged with the mass of the public, until the story of civil service partizanship has come to be looked upon as a matter of course.

On the present occasion, however, the officers of the Civil service association have made enquiry as to the identity and occupation of every so called "civil servant" said to have been actively working in the electoral campaign, and in no single instance has it been found that the accused could, in any proper or reasonable sense of the term, be called a civil servant. There are many employes of the government who are not civil servants, as every intelligent resident of Ottawa knows. To call a fireman, elevatorman or painter a civil servant is surely as far from the truth as it would be, for instance, to call a typesetter a journalist. If there is any tendency in the public mind to use the words in any looser sense, it is time to check it, for the distinction is an important one—and those concerned form a body of well over 2,000 of the citizens of Ottawa.

We have been for some time past looking forward to the introduction into parliament of a measure which it is hoped will improve the position of the civil servant in many respects—I mean the civil servant in the restricted and proper sense, for him to only will the act apply, as does the present act. That the rank and file of the service are in dire need of such relief has been admitted on every hand. Is it right that any benefits coming their way should be turned aside by this entirely unmerited charge of political partizanship?

I trust that the Citizen will see the fairness of attaching this blame, if blame there be, to the persons to whom it properly belongs.

A. G. KINGSTON.

President Civil Service Association.

CIVIL SERVICE ASSOCIATION OF CANADA.

With a view to being in a position to make representations to the Government at the earliest possible moment after the introduction of the Civil Service Bill, a special meeting of the Executive was held on the 4th inst. Several special committees, the respective duties of which will be to report upon the different features of the bill, were appointed. Urgent instructions were given the committees to be in a position to report within a few hours after the details of the bill are made public. The committees are composed, for the greater part, of the same men as served in preparing the memorial for the commission, and it may confidently be expected that their work will be done speedily and well.

It is to be regretted that some members of the Executive do not arrange for substitutes when unable to attend meetings themselves. While the attendance has been fairly large, there is no reason why each department should not be represented at every meeting. Matters of general, and in some instances, very great importance, are constantly cropping up and it is of the utmost importance that the views of all departments should be obtainable. By way of reminder the clause of the

constitution, which provides for representation in the event of the absence of the regular departmental representative, or of his being otherwise prevented from attending, is given below:

6. * * * * * In the absence of a representative — or when any special case may arise — a member of an Advisory Committee may act for a Departmental representative upon the Executive Committee.

AS OTHERS SEE US.

The Standard.

The current number of "THE CIVILIAN," a fortnightly journal devoted to the interests of the Civil Service of Canada contains a number of extremely interesting articles, including one on the "British Civil Ser-

vice," and another on "Borrowing at Usury," as well as a fine half-tone portrait of Mr. R. L. Borden, leader of the Opposition. The editorials are bright and timely, and the shorter contributions are interesting.

PERSONAL.

Mr. E. E. Stockton, of the Auditor-General's office, is *en route* to Dawson City, where his official duties will detain him until the middle or end of October. He was in Winnipeg on the 11th instant and discussed the question of the federation of the service with the executive of the Civil Service Association of Western Canada. He expects to have a similar conference with the Association at Vancouver. Mr. Stockton is speaking a kindly word for THE CIVILIAN all along the line.

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ATHLETICS.

It is gratifying to observe the general tendency of the members of the Athletic Association to accept the suggestion thrown out in our last issue that all, as far as possible, should don flannels or ducks while playing on the lawns; and also the susceptibility of most of the members to the kindly meant suggestion that rubber soled shoes be worn. This latter is largely a matter of self-interest to each and every player. Leather soled boots hack and destroy the tender verdure at this season of the year, and civil servants should vie with the gardeners themselves in jealously safeguarding the condition of the greens.

A new Supply Bill passing the House, another pay-day coming round and an obliging secretary ever ready to render a receipt in full, are auspicious concurrent incidents. Loyal civil servants should feel themselves in duty bound to support all the organizations that are developing just now, and the Athletic Association cannot be considered the least of these.

A Diversion.

Nations and individuals often pass through crisis serious and far-reaching that do not appear on the surface. Little does the private citizen know of the perplexing dilemmas which confront his rulers or the slender thread upon which sometimes hangs his safety or that of the state. Civil servants of the C.S.A.A.A. who are wont to retire to their peaceful homes and dreamless pillows, leaving the management of their athletic affairs to the athletic executive, will learn with amazement of a crisis in their affairs which threatened most complicating entanglements. The following letter was the innocent cause:

Mr.
Branch,
 Dept.

Dear Sir,—I am informed that you are accountable for damage done to

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a window in the Department of Indian Affairs (East Block).

Would you kindly arrange to have this matter attended to at once.

The Chief Clerk of your branch will instruct you as to procedure.

Your obedient servant,

J. B. CARROTT,

Inspector of Public Buildings.

Mr. took the letter to his chief clerk, as advised, without getting the desired instructions, thence to a fellow-cricketeer, thence to a sub-committeeman in his block, thence to a member of the executive. A correspondence was begun with the secretary of the association, extending afterwards to various sub-divisions of the Public Works and other Departments in the expectation of identifying Mr. J. B. Carrott, Inspector of Public Buildings. Still no trace of this officious umbelliferous public officer. Still the managers of the athletic association persevered, spurred on by Mr. who, having been informed that the window broken was of a special variety of stained glass costing \$60.00, was anxious to pay the money. The correspondence branches of many departments were embarrassed, and returns to parliament were delayed. The opposition not understanding the terrible strain under which Mr. Carrott had placed the public service, declared a blockade, and the late deadlock ensued.

Finally, a conscience-smitten joker confessed that he had surreptitiously obtained a sheet of paper from the Chief Architect's office and concocted the letter in a moment of merriment or weakness. At once public business began to run its normal course, the opposition began to pass supply, and the civil servants began to receive their pay. Now all that remains is for Mr., out of the \$60.00 he has saved in the transaction, to take membership in the C.S.A., the C.S.A.A.A., and to apply for shares in the Loan and Credit Association. He should then present to several ladies, whose part in the above serio-

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comic episode he may easily discover, free subscriptions to THE CIVILIAN.

It is now satisfactorily demonstrated that Mr. Carrott is a vegetable.

A Few Anomalies.

The games played by the C.S.A. A.A. present to the analytical mind a few anomalies. In quoits we use the town "ringer," but in no way do we appear to have such participant as would answer to that objectionable appellation. In lawn-bowling we use the term "Jack" and "Kitty" as applicable to one and the same article of athletic furnishing, to wit: the indispensable goal of all lawn-bowling endeavour. Yet there is much incongruity between the manly "Jack" and the effeminate "Kitty." No game of cricket is played without a free use of the term "maiden," yet, while the presence of maidens might enhance the interest of cricket, maidens do not participate in the game.

The nomenclature of tennis offers to

the contemplative observer both its analogies and anomalies inextricably confused. We have a frequent use of the term "love" in scoring tennis, which is quite logical. Love between man and man is a traditional concomitant and a present reality of the noble game of tennis. The presence of ladies in the game introduces, alas, the anomalies, as for instance, when we hear a maiden of but a few short summers loudly boast of forty "loves." Courts are a necessity in tennis when the "courting" has been effective and the "net" has enmeshed its victim or its prize, it is not an infrequent consequence that there ensues a "deuce" of a "racket."

Moreover in tennis the term "set" is used which suggests caste. By the sporting rule that "all men are equal on the turf and under it," we cannot allow caste in tennis. Nevertheless, as a matter of fact, anomalous as it may appear, there is and let us hope always shall be in tennis as in all athletic games the most strictly drawn

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General Manager

dividing line between two great castes. One composed of those that play "fair," the other of those that play "foul." The foul caste should in these modern days be obsolete, but, unfortunately, it is extant and conspicuous. A nation that plays foul in its business or its politics, may perhaps survive, but what hope can be extended to that race of people which is foul in its fun, foul for the fun of it. The influence of the Civil Service Association has always been for clean sports. Long may that influence continue.

CIVIL SERVICE CO-OPERATION

Continued from page 58.

of equal amounts, payable weekly, fortnightly, or as otherwise agreed upon. The instalments as paid are entered as deposits which bear interest at the rate provided; or, as the instalments are paid in the interest charged on the loan is reduced in pro-

portion to the amount paid up.

The affairs and management of the society are under the direction of a council of administration, a committee of credit and management and a committee of supervision, whose powers and action are determined by the shareholders as a whole, in general meeting assembled.

The number of shares to be acquired by any one person is limited, by the general meeting of shareholders. In the management and direction of affairs, the votes have been on the basis of membership rather than on the basis of the number of shares held — one associate, one vote. In this way the controlling interest of all the members has been made dominant over an otherwise possible cumulative interest of a few.

After providing for all the costs of management and for losses, the net yearly profits are divided as follows:

(1) Twenty-five (25) per cent. to the reserve fund; (subject to previous provision.)

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(2) Five (5) per cent. to the provident fund.

(3) Five (5) per cent. to local benevolent or charitable works.

(4) Four (4) per cent. in the discretion of the council of administration as additional remuneration to the salaried employees of the association as a reward for good conduct in the performance of their duties.

The balance is divided amongst the shareholders in proportion to the period and amount of paid up shares. This amount is not to exceed 8 per cent. until the reserve fund reaches double the maximum attained by the capital at any time.

Mr. Desjardins cited many incidents of his experience which serve to demonstrate the beneficent workings of a co-operative credit and loan association. One is here given: A shareholder of La Caisse Populaire de Lévis was called upon to pay a life insurance premium of \$360. Funds expected from another quarter having failed to materialize, he negotiated a

loan from the society, with the option of repaying it at any time within thirty days. Nine days after obtaining the loan he was enabled to repay it, and the amount of interest charged him was *forty-seven cents*. By way of contrast it might not be out of the way to give the experience of a civil servant who was present at the meeting on Friday evening. Not having received his salary for two months he was compelled to go to one of our local Shylocks for a loan of \$30.00, which he obtained upon a promissory note for 30 days, upon agreeing to pay the lender \$3.00 interest, or something over *one hundred and twenty per cent. per annum*.

In concluding his address, Mr. Desjardins commended THE CIVILIAN for its advocacy of the interests of the service, and earnestly urged those present to take the necessary steps to form a loan and credit association for the Civil Service, promising to the fullest extent his assistance and counsel.

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A resolution, urging the adoption of the bill respecting Industrial and Co-operative Societies, now before the Senate, was unanimously adopted. This bill was originally introduced by Mr. F. D. Monk and, after review by a special committee, was adopted by the Government. The bill is heartily supported by many of the leaders of both political parties.

A resolution adopting the principle of the establishment of a Civil Service Credit and Loan Association was adopted without dissent. The following gentlemen were named as a committee to secure further information, and to report at a later meeting as to

the basis upon which such an organization might be effected: Messrs. T. C. Boville, Alphonse Desjardins, F. A. Ackland, H. W. Brown, H. L. Ross, W. W. Moore and A. E. Caron.

The proceedings concluded with a hearty vote of thanks to Mr. Desjardins.

A meeting of the committee was held on Tuesday evening last when the organization was completed, and substantial progress was made in the direction of preparing by-laws and regulations for the proposed Association.

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The Civil Service Bill

As Introduced by the Hon. Sydney Fisher on Wednesday, June 17th, 1908.

1. This Act may be cited as The Civil Service Amendment Act, 1908. (Section 1.)

2. In this Act, unless the context otherwise requires,—

(a) "Commission" means the Civil Service Commission hereby constituted;

(b) "Deputy Head," for the purposes of the administration of this Act, includes the Clerks of both Houses and the Librarians of Parliament;

(c) "Head of a Department" includes the Speakers of both Houses. (Section 2.)

3. The Civil Service shall be divided into two divisions, namely,

The Inside Service, which shall consist of that part of the service in or under the several departments of the Executive Government of Canada and in the office of the Auditor General, employed at the City of Ottawa, or at the experimental farm station or the Dominion astronomical observatory near Ottawa, and shall include the officers, clerks, and employees of both Houses of Parliament; and

The Outside Service, which will consist of the rest of the Civil Service. (Section 4.)

4. Sections 5 to 28, both inclusive, and 30 to 42, both inclusive, of this Act apply only to the Inside Service.

2. As regards the Inside Service only, the following sections of The Civil Service Act are repealed: 4, 16 to 26, both inclusive, 32 to 37, both inclusive, 40, 41, 43, 46, 61 to 78, both inclusive, 80, 82, 84, 85, 90, 91, 94, 97, 98 and 99.

3. The Governor in Council may bring the whole or any part of the Outside Service under the same provisions of the law as the Inside Service. (Section 3.)

5. The Inside Service under the Deputy Heads, excluding messengers, porters, sorters and packers, and such other appointments and employments in the lower grades as are determined by the Governor in Council, shall be divided into three divisions.

2. The First Division shall be divided into—

Subdivision A, consisting of officers having the rank of Deputy Heads but not being Deputy Heads administering Departments, Assistant Deputy Ministers, and the principal technical and administrative and executive officers;

Subdivision B, consisting of the lesser technical and administrative and executive officers, including the chief clerks now holding office.

3. The Second Division shall consist of certain other clerks, whose duties shall be such as to qualify them for holding positions in the first division. This division shall be divided into subdivisions A and B.

4. The Third Division shall consist of the other clerks in the Service whose duties are copying and routine work, under direct supervision, of less importance than that of the second division. This division shall be divided into subdivisions A and B. (Sections 61 to 78.)

6. Clerks now holding the rank of first class shall be placed in subdivision A of the Second Division.

2. Clerks now holding the rank of senior second class shall be placed in subdivision B of the Second Division.

3. Clerks now holding the rank of junior second class shall be placed in subdivision A of the Third Division.

4. Third class clerks and temporary clerks paid out of Civil Government Contingencies shall be placed in subdivision B of the Third Division. (Sections 61 to 78.)

7. Except as herein otherwise provided, all persons now employed in the Inside Service, including temporary clerks paid out of Civil Government Contingencies, shall, upon the coming into force of this Act, be classified according to their salaries under this Act.

8. As soon as practicable after the coming into force of the Act, the Head of each department shall cause the organization of his department to be determined and defined by Order in Council.

2. The Order in Council shall give the names of the several branches or divisions of the department, with the number and character of the offices, clerkships and other positions in each and the titles and salaries thereafter to pertain thereto.

3. After being so determined and defined, the organization of a department shall not be changed except by Order in Council.

4. Copies of such Orders in Council shall be sent to the Commission.

9. There shall be a Commission, to be called the Civil Service Commission, consisting of two members appointed by the Governor in Council.

2. The rank, standing, salary and tenure of office of each commissioner shall be those of a deputy head of a department. (Section 7.)

10. The duties of the Commission shall be—

(a) to test and pass upon the qualifications of candidates for admission to the service;

(b) 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 the department, the conduct and efficiency of its officers, clerks, and other employees, and any other matter relative to the department.

(c) such other duties as are assigned to it by the Governor in Council.

2. Such duties shall be performed in accordance with regulations made by the Commission and approved by the Governor in Council.

3. A commissioner shall not hold any other office or engage in any other employment. (Section 7.)

11. Each commissioner shall, before entering upon the duties of his office, take and subscribe, before the Clerk of the Privy Council, an oath that he will faithfully and honestly perform the duties devolving upon him as commissioner. (Section 106.)

12. The present Civil Service examiners shall continue to hold office during pleasure, and shall be under the direction of the Commission.

2. Such further examiners as are deemed necessary may be appointed by the Governor in Council upon the recommendation of the Commission. (Section 7.)

13. Except as herein otherwise provided, admission to the Inside Service shall be by competitive examination, which shall be of such a nature as will determine the qualifications of candidates for the particular positions to which they are to be appointed, and shall be held by the Commission from time to time in accordance with the regulations made by it and approved by the Governor in Council. (Section 16.)

14. No person shall be admitted to such an examination unless he is a natural-born or naturalized British subject, and has been a resident of Canada for at least three years, and is, at the time of the examination, of the full age of eighteen years and not more than thirty-five years. (Section 31.)

15. Before holding any such examination the Commission shall require each head of a department to furnish it with the number of permanent officers or clerks likely to be required in his department within the next six months.

2. On this basis, and having regard also to the requirement of the several departments for temporary services, a computation shall be made by the Commission of the number of competitors to be selected at the next ensuing examination.

3. If there remain from a previous examination successful competitors who have not received appointments, their number shall be deducted in making the computation. (Section 21.)

16. Thereupon due notice of the examination shall be given by the Commission, stating the character and number of the positions to be competed for. (Section 28.)

17. Immediately after the examination the Commission shall make out a list of the successful competitors thereat for each position, in the order of merit, up to the number computed in accordance with the next preceding section. (Section 29.)

18. From the said list the Commission, on the application of the Deputy Head, with the approval of the Head, of any department, shall supply the required clerks, whether for permanent or temporary duty.

2. The selections shall be, so far as practicable, in the order of the names on the list, but the Commission may select any person who in his examination shows special qualifications for any particular subject.

3. The Commission shall forthwith notify the Treasury Board and the Auditor General of the name and position in the Service of each clerk supplied to any Department and also of the rejection of any such clerk during his probationary term.

4. Assignment for temporary duty shall not prejudice the right to assignment for permanent duty.

5. No clerk supplied for temporary duty shall be so employed for more than six months in any year. (Section 32.)

19. The Head of the department, on the report of the Deputy Head, may, at any time after two months from the date of assignment, and before the expiration of six months, reject any person assigned to his department.

2. The cause of the rejection shall be reported by the Deputy Head to the Commission, who shall thereupon select another person to take the place of the one rejected, and decide whether the latter shall be struck off the list or allowed a trial in another department. (Sections 34 and 36.)

20. After a person so selected has served a probationary term of six months, he shall be deemed to be permanently accepted for the service. (Section 35.)

21. If the Deputy Head reports that the knowledge and ability requisite for the position are wholly or in part professional, technical or otherwise peculiar, the Governor in Council, upon the recommendation of the Head of the department based on the report of the Deputy Head, may appoint a person to the position without examination and without reference to the age limit; provided the said person obtains from the Commission a certificate that he possesses the requisite knowledge and ability, and is duly qualified as to health, character and habits. (Section 37.)

22. Appointments to the positions of messenger, porter, sorter and packer, and to such other positions in the lower grades as are determined by the Governor in Council, may be made by the Governor in Council upon the recommendation of the Head of the department based on the report of the Deputy Head, and accompanied by a certificate of qualification from the Commission, given upon evidence satisfactory to it that the person applying for the appointment possesses the requisite knowledge and ability and is duly qualified as to age, health, character and habits. (Section 79.)

23. When, from a temporary pressure of work, extra assistance in excess of those whose names are on the list of successful competitors is required

in the Inside Service of any department, the Governor in Council may, upon the recommendation of the Head, based on the report of the Deputy Head of the department, that such extra assistance is required, authorize the employment of such number of temporary clerks as are required to carry on the work of the department.

2. Every such clerk shall, however, before appointment obtain a certificate of qualification from the Commission, given upon evidence satisfactory to it that he possesses the requisite knowledge and ability and is duly qualified as to age, health, character and habits.

3. No such temporary clerk shall be employed for more than four months in any year. (Section 94.)

24. Any person now employed at Ottawa or at the experimental farm station or the Dominion astronomical observatory, near Ottawa, in the public service, or in any part of the Outside Service to which the provisions of this Act relating to the Inside Service are made applicable, may be placed in the Inside Service by the Governor in Council upon the recommendation of the Head of the department based on the report of the Deputy Head.

25. Any person now employed at Ottawa, or at the experimental farm station or the Dominion astronomical observatory near Ottawa, in the public service, and not so placed in the Inside Service may be continued in the service as a temporary clerk, and paid out of the appropriation from which he is now paid, until the close of the present fiscal year, but no longer.

26. Promotion shall be made for merit by the Governor in Council upon the recommendation of the Head of the department, based on the report of the Deputy Head and accompanied by a certificate of qualification by the Commission to be given with or without examination, as is determined by the regulations of the Commission. (Sections 22 and 43 et seq.)

27. Except as herein otherwise provided, vacancies in the first division shall be filled by promotions from the second division. (Sections 22, and 43 et seq.)

28. Clerks in the third division shall be permitted to enter for the open competitive examination for the second division, after such term of service and under such other conditions as are determined by regulations made by the Governor in Council, on the recommendation of the Commission.

2. Clerks now holding the rank of junior second class clerks, and placed in the third division upon the coming into force of this Act, may, by the Governor in Council, upon the recommendation of the Head of the department, based on the report of the Deputy Head, be promoted from the third division to the second division without an open competitive examination. Sections 22, and 43 et seq.)

29. Sections 53 to 57 of The Civil Service Act, both inclusive, are repealed and the following are substituted therefor:—

“53. The salary of a Deputy Head administering a department shall be five thousand dollars per annum.

“54. The Deputy Minister of Justice may, if at the time of his appointment he is a barrister of at least ten years' standing, be paid a salary of six thousand dollars per annum.

“55. The Deputy Minister of Finance may, if at the time of his appointment he has been for at least ten years in the service of one or more of the chartered banks of Canada, as general manager or as manager of a branch, or in both capacities, be paid a salary of six thousand dollars per annum.

“56. The Deputy Minister of Railways and Canals may, if he is also chief engineer of Railways and Canals and is at the time of his appointment a civil engineer of at least ten years' standing, be paid a salary of eight thousand dollars per annum.

" 57. The Deputy Minister of Agriculture may, if he is also Deputy Commissioner of Patents and is at the time of his appointment a barrister of at least ten years' standing, be paid a salary of six thousand dollars per annum."

30. In the first division, the minimum and maximum salaries shall be as follows:—

In subdivision A, \$2,800 to \$4,000;

In subdivision B, \$2,100 to \$2,800.

(Sections 62 and 65.)

31. In the second division, the minimum and maximum salaries shall be as follows:—

In subdivision A, \$1,600 to \$2,100;

In subdivision B, \$800 to \$1,600.

(Sections 67 and 69.)

32. In the third division, the minimum and maximum salaries shall be as follows:—

In subdivision A, \$900 to \$1,200;

In subdivision B, \$500 to \$800.

(Sections 71 and 75.)

33. The salary of a temporary clerk shall be the minimum salary of the grade or division for which he has successfully competed: Provided that the salary of a temporary clerk employed under section 23 of this Act shall be the minimum salary of subdivision B of the third division. (Section 98.)

34. For the position of messenger, porter, sorter, packer, and such other positions in the lower grades as are determined by the Governor in Council, the minimum and maximum salaries shall be \$500 and \$700. (Section 80.)

35. The salary on appointment shall be the minimum salary attached to the position: Provided that, in exceptional cases, a further sum, not exceeding \$500, may be added to the said salary by the Governor in Council upon the recommendation of the head of the department, based on the report of the deputy head accompanied by the certificate of the Commission: Provided always that such salary shall not exceed the maximum salary of the subdivision to which the appointment is made. (Section 82.)

36. If a person, on his appointment or promotion to any office or position, is in receipt of a salary in the Service greater than the minimum salary of the office or position to which he is appointed or promoted, he may be appointed or promoted at the salary which he is then receiving if it does not exceed the maximum salary of the said office or position. (Section 84.)

37. Nothing in this Act shall be held to reduce the status of any clerk in the Service; and if the salary of any such clerk is less than the minimum salary of his subdivision under the provisions of this Act, his salary may forthwith be increased to such minimum. (Section 91.)

38. Any person transferred under section 24 of this Act may be placed in the Inside Service at a salary not exceeding that which he is receiving at the time, and the said salary shall determine his classification, notwithstanding anything to the contrary: Provided that where the amount of the salary is common to two subdivisions, the classification shall be determined by the Governor in Council. (Sections 61 to 78.)

39. Unless the official record, to be kept in the manner hereinafter set forth, shows him to be undeserving thereof, there may be given to every officer, clerk, or other employee, an annual increase of \$50, until the maximum of his subdivision is reached.

2. In case of exceptional merit a further increase, not exceeding \$50, may be given.

3. The said increase shall only be given by the Governor in Council upon the recommendation of the head of the department based on the report of the deputy head and accompanied by a certificate of merit from the Commission. (Section 85.)

40. No salary or additional remuneration beyond the regular salary of the office he holds shall be paid to any deputy head, officer, clerk, or employee in the Civil Service, or to any other person permanently employed in the public service, except by a special vote of Parliament, in which the name of the person who is to receive the remuneration shall be given; and no vote expressed to be made generally notwithstanding anything in The Civil Service Act shall be deemed sufficient to authorize the payment of any such additional salary or remuneration. (Section 90.)

41. Any person chosen by a Minister to be his private secretary may, without examination and irrespective of age, be appointed for a period not exceeding one year, and paid as a clerk in subdivision B of the Second Division, and after one year's services as such secretary he shall be deemed to be permanently appointed to such rank. (Section 81.)

42. A record of the conduct and efficiency of all officers, clerks and employees below the first division shall be kept in each department.

2. Such records shall be established by means of reports, to be furnished to the deputy head at least every three months by the chiefs of branches.

3. At the end of each year, and oftener if required by it, copies of these reports shall be sent to the Commission by the deputy head. (Section 105.)

43. If a person dies while in the public service, after having been at least two years therein, an amount equal to two months of his salary shall be paid to his widow or to such person as the Treasury Board determines.

44. Any person who directly or indirectly solicits or endeavours to influence a member of the Commission in favour of his appointment, promotion or increase of salary, shall be deemed to be unworthy of such appointment, promotion or increase, and it shall not be accorded him; and if he is employed in the Civil Service, he shall be liable to immediate dismissal. (Section 104.)

45. The Secretary of State shall be charged with the administration of this Act and shall lay before Parliament, within fifteen days after the commencement of each session, a report of the proceedings of the Commission under this Act during the preceding year. (Section 7, subsection 7.)

46. All sums of money voted by Parliament for the financial year ending on the thirty-first day of March, 1909, and applicable to the payment of the salaries or the increases to the salaries of any persons in the public service, shall, in the event of the promotion of any such persons to higher divisions or grades, or on their transfer to other positions in the public service, or on their becoming entitled to, or being granted, increases of salary under the provisions of this Act, be applicable to the payment of the salaries or increases to the salaries of such persons so promoted or transferred, or becoming entitled to, or being granted, such increases; and during the said financial year there may be paid out of the Consolidated Revenue Fund of Canada such sums of money as have not been voted by Parliament but are required for the payment of such salaries and increases of salaries as are authorized by this Act.

The said increase shall only be given by the Governor in Council upon the recommendation of the head of the department based on the report of the deputy head and accompanied by a certificate of merit from the Council.

10. The salary or additional remuneration beyond the regular salary of the office holder shall be paid to any deputy head, officer, clerk or other person permanently employed in the public service, except by a special vote of Parliament, in which the name of the person who is to receive the remuneration shall be given; and no vote expended in the public service shall be authorized to authorize the payment of any such additional salary of remuneration. (Section 90.)

11. Any person chosen by a Minister to be the deputy head of a department without examination and inspection of the Council shall be appointed for a period not exceeding one year, and paid as a clerk in subdivision B of the second schedule, and after one year's service as such clerk he shall be deemed to be permanently appointed to such post. (Section 81.)

12. A record of the conduct and efficiency of all officers, clerks and other persons below the first division shall be kept in each department. Such records shall be established by means of reports to be prepared by the deputy head at least every three months by the heads of divisions or sections. At the end of each year, and at other times as may be determined by the Council, reports shall be sent to the Commission by the deputy head of each division.

13. If a person dies while in the public service, his estate shall be deemed to be a person who has died in the public service, and his estate shall be deemed to be a person who has died in the public service.

14. Any person who dies while in the public service shall be deemed to be a person who has died in the public service, and his estate shall be deemed to be a person who has died in the public service.

15. The Commission shall be deemed to be a person who has died in the public service, and his estate shall be deemed to be a person who has died in the public service.

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