

**PAGES**

**MISSING**

# THE CIVILIAN

VOL. I.

JULY 31st, 1908

No. 7

## The Question of the Hour.

### No Increase.— The Point of View. — Re-organization of the Service.—The Deputy Ministers: Their New Powers and Present Duty.

A great misfortune has overtaken the civil service. When the final appeal which filled this space a fortnight ago was written, the blow was imminent. With the closing days and prorogation of Parliament, it fell. There is to be no relief of the conditions which for three years past have made the lives of hundreds of civil servants vexed and miserable in the unceasing and often losing battle with their straightened circumstances. No discussion of the future will be possible until at least a word is said as to what it behoves us to think and to do under the immediate impact of this stunning mishap.

#### The Point of View.

THE CIVILIAN believes that the present is a time when one should speak *à cœur ouvert*. It is a time of bitter disappointment and sense of wrong from end to end of the civil service. It is a time, therefore, when the language heard on every side is the language of unqualified complaint. As we have said many times, the prayer of the civil service has never been the prayer of disaffected selfishness; from the first it has stood on no other basis before the country than the increased efficiency which a readjustment of salaries to the increased expenses of living would, on the most impartial authority, result in. The government, in withholding the expected, — we might almost say the promised — in-

crease, has not only done a grievous injustice to a deserving body of employees; but it has woefully impeded the very movement for reform of which it so conspicuously stands the sponsor. Coming as the refusal has at a time when the contented and enthusiastic help of the service would have been in a peculiar degree an asset — the time of transfer from the old to the new conditions — it has given a set-back of the most unhappy character to a force by no means the least powerful in the direction of those changes of which the country and the service are alike desirous.

Now, what, under the circumstances, is to be the point of view? Is the service to be beaten down by this utter and disheartening miscarriage of events? Is it to lose that new-found interest in itself, that sense of corporate existence, above all that self-respect which has been so marked a development of its various activities within the past year? Surely not. This is a time for indignation, if you will, but the righteous indignation which implies ceaseless effort till the wrong is righted. It is a time, more than ever, for calm thought and the marshalling of energies. The salary question is not dead. It may cause a smile to say so, but the service has won a great moral victory at every point of the line in the recent stubborn contest. It is not the will of the Canadian people that its employees be underpaid or their scale of wages

different from the standard set by just employers the country over. This is a question which will be settled by the people learning of the facts, just as the question of the proper appointment and control of the service has been already placed upon a higher basis from a like cause.

And the point of view for the government (we would respectfully add) will soon be like unto the above. It is only a question of time. There can be no reform of the service till this salary question is properly disposed of, be it in one way or be it in another. If the price is not paid in wages it will continue to be paid, as it is being paid at present, in the lowered *morale* of the service. The quality of the work cannot be dissociated from the welfare of the worker, and it is a sorry sight to see the country itself in the role of attempting otherwise. No amount of legislation can reform the service if it does not correct, directly or indirectly, the chief of the abuses from which it is suffering. It is beyond belief that the true nature of the situation will not at length be recognized and the remedy applied.

### The Reorganization of the Service.

That brings us to the tangible and the present. One month from to-day the new Act will become law, and Civil Service Reform will be formally launched in Canada. It is an epoch in the history of the country; and it is an epoch in the history of the service. As we have already said, it falls upon a service in an ill mood to receive it. The service had asked for bread, and very humanly it has accepted the substitute as a stone. Yet time will tell. Let us waive discussion of the question at large, and come at once to the part which is of immediate import.

The question of the hour, *par excellence*, is the reorganization of the service which is enjoined as the very first step to be taken upon the coming into force of the new Act. Strange

as it may seem, there has never before been any formal organization of the departments. The work, of course, has been carried out on certain well understood lines; but a hard and fast definition of those lines has never previously been made, much less an apportionment of the various duties involved, or a plan whereby conformity of the rank and salary of clerks to the work they perform is assured. True, there have been ranks and classes of civil servants, and, still more wonderful, a so-called "theoretical" classification by which the number of higher paid officers was arbitrarily limited. But the arrangement has been from first to last a breeder of paralysis and inefficiency. The commission found a chief clerk whose duty was to dole out stationery, and they might have found many a first or even second class clerk whose work was as important as that of any below the Deputy Minister. To make confusion worse confounded, temporary and "outside" clerks have been employed side by side with those of the "inside" at salaries bearing no relation whatever to the similarity of the work. In the resulting maze, it is small wonder if many, seeing nothing before them, and even the present on a basis of hopeless inequality, have gradually degenerated into time-servers and in spite of themselves have come to regard their work with the contempt that seemed the only logical conclusion of the premises.

It is the intention of the Act that a summary end be made of all this. The absolute correction of the stupid and iniquitous lack of system prevailing in the service is the first thing that is commanded. A temporary clerk is to be a temporary clerk in future, not a clerk who may have grown grey in his work. The outside service man ceases to exist as a part of the inside service. And, greatest of all, the civil servant, in general, freed from these anomalies of treatment, receives a classification

to which a definite meaning is attached with a salary corresponding to that classification. The civil servant whose office has increased in importance and whose work has grown in value finds no longer an insuperable barrier to his progress in the form of artificial class restrictions within the bounds of which he and his fellows are herded like so many sheep. He is to be paid for the work he does, and that work is to be appraised at its proper value. In short, he may regard his work and himself seriously. The civil service is at last in a fair way of being a career.

The duty of the hour, then, for the civil service, led by the Association, is to use every effort possible to insure that the approaching re-classification of the departments is carried out with absolute thoroughness, and in the spirit that the reform of the service no less than its own interests demand. It is a turning point in the history of the service. As it is settled now, so it will long remain. The careful discrimination which has characterized the representations made on behalf of the united service from the first must continue now as heretofore. Plain recognition of the facts in the spirit of the new law is all that can be asked. Let every case, whether of the individual or the class, stand on its merits and on its merits alone. That much every civil servant owes it to himself to press upon his department with all the energy in his power. Less we may surely assume it is not the intention that he should be granted.

#### The Deputy Ministers — Their New Powers and Prestige — Some Results — Their Present Duty.

May we be allowed a word in connection with the foregoing as to the men who more than any others are the chosen instruments by which this great reform is to be accomplished?

The change in the position of the Deputy Ministers is the most immediate and patent result of the new Act, and the fact has a most important bearing on the present situation.

If one thing has stood out with undeviating emphasis from the moment the service came under enquiry it has been the desire on every side to strengthen the hands of the Deputy Ministers. On almost every page of the evidence and report of the Royal Commission this wish is to be read; and if the legislation of the past session had been as jealous in taking thought of the clerks as of their chiefs it would indeed be a contented service to-day. Praise has been the portion of the Deputy Ministers *per se* from the moment Mr. Courtney took his seat upon the commission, and for final *bonne bouche* the new Act singles out the Deputy Ministers for the unique distinction of an increase of \$1,000 or 25%, while no one else throughout the length and breadth of the service specifically got one cent, in the way, at least, of an immediate raise.

Now this is a very striking fact, and for our part we are inclined to see a significance in it far greater than appears on the surface. If it were the mere recognition, in the usual way, of a deserving body of officers, it would be unimportant enough. But in the light of what goes with it, it means far more. It unquestionably means no less than the complete emancipation of the Deputy Ministers. For the first time they are given a system whereunder they may be said virtually to control their departments, although, as is pointed out elsewhere, a system affording greater general safeguards might, in our judgment, have been adopted. But even so, the responsibilities of Deputy Ministers would not be materially lessened. But with appointments always, and promotions often, made from without, as in the past, how could this previously have been said of them? Henceforward, with this

new power that has been given them, we may look with every confidence to see the Deputy Ministers filling a larger and larger place in the affairs of the country, with corresponding growth in the honourable nature of their post. Under the ministers of the crown they will be more and more the leading forces in the administration of Canada, known as such throughout the land, and not, as too often in the past, men whose names are comparatively seldom heard outside of a circle in Ottawa.

There will be two results from the above. The first is that the service itself will, with the increase in the prestige of its leading officers, be brought insensibly upon a higher plane. The second, with which for the moment we are more concerned, has to do with the Deputy Ministers themselves. With greater powers will come, be sure of it, enhanced responsibilities. For that increase of one thousand dollars they will give dollar for dollar. The Deputy Minister who is of smaller size than his office, as it is now enlarged, will soon stand pitifully revealed. He is an administrator and an organizer now in very fact as well as name. The sympathy which he has always, and with justice, been able to summon for the cumbersome and inefficient machinery at his disposal, is his no longer. His bonds are loosed.

Is not this, then, of very great importance at the present hour? It is upon the Deputy Ministers that the part of chief advisor falls in the great work of reconstituting the civil service. It is a severe test at the outset, but the service may well be glad that so early an opportunity is to be given for its leaders to show what stuff they are made of. In reality, the Deputies come braced to it by the strongest of all cordials—self-interest. The organization which a Deputy Head accepts to-day is the instrument placed in his hands with which he must conduct the business of his Department, and with which like all the

rest of us he must make good. If he fails to detect and to eradicate whatever of mere conventionalism has become a part of the system, he, more than any one else, will bear the burden. If we might add a special warning it would be with reference to that prime curse of the past—favouritism—interpreting the term in the sense in which the degree of intercourse or acquaintance between an administrative officer and his subordinate has in the past exercised an influence on promotion. The day when merit is to be determined in any ratio to the distance of a clerk's desk from the office of his Head or Deputy Head, when to be a private secretary to one or the other is in itself to open the gates at once to a chief clerkship, is past. But the present is, perhaps, a greater opportunity than the future will afford in many a day, and the principle is so vital that a demonstration of it now would be an influence for good—will throughout the service, second almost to no other that could be named on the eve of the new era that all are trusting is at hand.

We would wish, in summing up, that the whole question of reorganization, already under keen discussion, should be placed on the high and serious ground it merits. The careers of hundreds of men depend upon the action to be taken within the next few weeks—whether they are to be made a part of a contented and hopeful body of employees, or whether they are to be for years to come the reverse. It is a matter of national rather than local importance that the proposed reforms be given the fairest possible start. As we have said, we believe a handicap has been already placed upon the movement by the failure of parliament to deal in a proper way with the salary question. But it is not too late to provide at least a measure of relief by a liberal administration of the new Act. It is a time pre-eminently for common-sense acting under a thorough-going and

sympathetic appreciation of the real and varied needs of the situation. If that be the spirit which is summoned, the government will deal with this matter wisely,—that is to say, liberally and once for all.

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### LET US BE UP AND DOING !

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To say that the interests of the outside service are not, at all important points, identical with those of the inside service, is to mis-state the facts. The question of adequate remuneration is as vital to the post office clerk at Vancouver as to the clerk at headquarters at Ottawa. Permanency of employment is to the Customs official at Halifax quite as great a consideration as it is to the statistical officer here, and the assessment of his income would affect the outside man in precisely the same way as it would the man on the inside.

Yet nobody appears to have given the idea of a combination of the forces of these two great branches of the service that serious consideration which it deserves.

THE CIVILIAN has, in at least two previous issues, advocated a federation of all existing organizations throughout the Dominion, and there is no legitimate reason why a scheme of this nature should not, in time, embrace the representatives of practically every civil servant in Canada. Among the organized bodies of the outside service are the following: The Dominion Civil Service Association of Western Canada, at Winnipeg; The British Columbia Association of Civil Servants, with branches at Vancouver and New Westminster; The Postmasters' Association, with a distinct organization in every province of the Dominion, and the Dominion Government Employees' Association, of St. John, N.B. In addition to these the Customs and Inland Revenue officials, of at least Ontario and Quebec, each have large and most efficient organizations, and the post office employees

of all the larger cities are banded together in a similar manner. Then we have the Civil Service Association of Canada with its 2,100 members.

A movement looking to a federation of these bodies we believe to be the need of the hour. For some weeks a committee of the local Association has had this matter in hand, but beyond affirming a preference for a federation as opposed to an affiliation, it is feared that very little has been done. This is not as it should be. Having undertaken the work the responsibility of immediate and earnest effort is not to be ignored.

A federation, upon a per capita basis of representation, would mean the solution of any misunderstanding which now exists between the inside and outside service. It would afford the means of presenting a united front upon all matters of general interest, thereby ensuring greater recognition from the powers that be, and, perhaps, greater than all, it would do much to promote the general efficiency of the service throughout the Dominion.

By all means, let the movement go forward apace.

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If you have a friend who you think would like to become a subscriber to THE CIVILIAN, send us his address and we will see that a sample copy reaches him.

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Our contributor *Demosthenes* wishes us to insert the following by way of correction to one of his "Sententious Sayings," printed in the last number:

"The prize of \$5 for the best possible meaning of 'C.S.' in the last number of THE CIVILIAN should, of course, have read 5c. The donor being a civil servant would have made the rectification of the printer's error superfluous to most minds."

# THE CIVILIAN

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Ottawa, July 31st, 1908

## STAND FAST !

Since the last preceding number of THE CIVILIAN appeared, the legislative machinery has run down, and the service has been left to its mood of just indignation over the refusal to correct the salary grievance. The fact of the refusal is a bitter pill: the service,—or, let us say, ninety per cent. of the service,—must continue to live on in an atmosphere of sour thrift. The few who will benefit as to salary by the new Act, and the other few whose names appeared in the Supplementary Estimates, can scarcely feel an unalloyed satisfaction that so many of their yoke-fellows have been left behind. We have already pointed out that of the approximate \$55,000 which will go towards immediate increase of salaries under the new Act, about 60 per cent. inures to the benefit of Deputy Heads

and Chief Clerks alone, in the proportion of 2 to 1. The Supplementary Estimates also provide mainly for the high officials of the service.

Such is the situation at present. Immediate relief can now be given only in one way, namely, under the pending Departmental reorganizations. We earnestly hope that those responsible for the re-organization will approach their task in a conscientious and sympathetic spirit. In a body possessing the intelligence that our service possesses, discontent means something, and we do not envy those Heads of Departments who, themselves satisfied, can quietly waive it aside. Unquestionably, such an attitude would augur ill for the position of responsibility with which the new Act invests Deputy Heads.

But let us remind the service of the duty now confronting it, which is clearly this: *to go on giving its best to the people of Canada.* It is the people of Canada whom we serve, and it is they who, sooner or later, will remedy any just grievance that we have. Just so soon as they become convinced that an independently appointed and properly qualified service was needed, the reform came; and just so soon as they see clearly that the present niggardly policy is really impairing the *morale* of the service, and consequently the quality of the work performed, they will remedy that also, and quickly. As for ourselves, we intend to keep our powder dry for use upon all proper occasions, and if any counsel we may give can avail, let it be for that manly moderation without which the justest cause loses something of its natural force.

## THE COMMISSION AND ITS POWERS.

Elsewhere in this issue appears a contribution from the pen of "H. McD. W.," upon a subject of very great importance. We ourselves are

not wholly free from apprehension as to the practical outcome of the Quarterly Report system. While the grounds of our apprehension are by no means identical with those advanced by our contributor, we think there is room for reasonable doubt in the matter. In the early stages of the business, when the first authentic report of the Bill was being bruited abroad, THE CIVILIAN expressed itself as follows (Issue of June 5th): "As part of an effective regulation, they (i.e., the Commissioners) must address themselves earnestly to the problem of following the path of the individual civil servant in such a manner as not to be misled by good-natured or perfunctory or false reports, whencesoever emanating." And in an article which appears in the present number, we say, in reference to this same Quarterly Report system: "It seems to us that the cardinal weakness of the scheme is that it is not reinforced by an inspection system."

And not only do we hold that an inspection system is necessary for holding the balance even between individual members of the service; we think it highly indispensable for the well-being of Departments as a whole, that they may be maintained as living organisms. It is all very well to say that, in the final resort, all this must be left to the Deputies. It is very much the fashion just now to say this, albeit the Deputies of some of the larger Departments do not know ten per cent. of their staffs even by sight, and are as much dependent upon subordinates in this regard, and also in the matter of suggestions for improvements in the general departmental scheme, as any Commissioners could possibly be. We freely admit that, Commission or no Commission, the just and able Deputy will get his way, and so he should, because he can justify himself before the final authority and in the light of day; but is it reasonable that an unprogressive or prejudiced Deputy should be the final arbiter upon matters of such vital

concern, not merely to the staff of his Department, but to his country? A perusal of the Australian Act, which appears in part elsewhere, will show that the statesmen of that country were of opinion that it should be their Commissioner's duty to recommend improvements, and that they were broad-minded enough to safeguard the rights of individuals by allowing appeals to the Commissioner in all cases.

While THE CIVILIAN deprecates criticism that is not based upon the actual law as it stands to-day, it will be glad to act as the medium for an interchange of views upon this subject or upon any other subject of the like importance.

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#### FOR THE EMPIRE.

All Canadians feel a thorough satisfaction over the recent visit to this country of H.R.H. the Heir to the British Throne. There are few Canadians so unappreciative of their heritage of equal laws and free institutions as to be incapable of gratitude to the nation that first nobly won them for herself, and then nobly gave them to us and others. And so we recognize in our Prince of Wales the symbol of Britannia the free, the bestower of

"That sober freedom out of which  
there springs  
Our loyal passion for our temperate  
Kings."

And so, in giving expression to their sense of obligation, Canadians honour themselves not least.

At the close of this week there comes to visit our city the greatest of living generals — Field Marshal, Earl Roberts. The genius of this man is the genius of the English race; his success, like their success, springs from a capacity for patient effort; in a word, a capacity for taking pains. The practical bent of the nation, so strong as to constitute them the mod-

ern Romans, nowhere shows more strongly than in their men of war. Their Cromwells, Marlboroughs, Wellingtons, Kitcheners show little of the dazzling inspiration of a Frederick the Great, or a Napoleon; but by patient, indomitable valor, and closest attention to all the threads of a complicated business, they pluck success from the very jaws of defeat. And best of all, the greatest of them know their place: they are Englishmen first, and generals afterwards.

Lord Roberts typifies these qualities as completely as the great English generals and admirals of by-gone days. It would be tedious to recount what he has done for the Empire—his fame is too well known for that; but to choose out the latest and the best of his high services, we may remark that his South African Labor of Hercules matches, perhaps, the Peninsular Campaign of Wellington in proof of all the qualities of which we have been speaking. As an example of a great citizen, a great soldier, and, greatest of all, a just and kindly man, let us mark him out for such honour as we can do him, and if, in the enthusiasm of the hour, we use his off-duty soubriquet, "Old Bobs," we shall but be following the hale old tradition, in virtue whereof the legions of Germany once gave an abiding nickname to a future Roman Emperor, and the soldiers of Marlborough dubbed their great idol "Corporal John."

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#### NOT DEAD, BUT SLEEPING.

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The conscript fathers of the Senate have seen fit to reject the Co-operation Bill, although by a narrow majority. But we doubt very much if the Bill will stay dead. It has great allies, and powers that will work for it vigorously until, in the fulness of time, it will find acceptance.

As regards the proposed Civil Service Savings and Loan Society, the

fact of such rejection is by no means a bar to its formation. Had the Co-operation Bill become law, it would have provided a ready means of incorporation, with full legal status as a society. Incorporation by special act would involve a greater expense than the benefits to be gained thereby would justify. But, fortunately, the fundamental law of Britain is wide and generous in scope, and the right of individuals to associate themselves for lawful purposes is a constitutional heritage in British countries. We understand that the preliminary work necessary to the formation of such an association is being pushed with vigor, and that a full report showing the substantial progress made will soon be forthcoming.

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#### CIVIL SERVICE ASSOCIATION OF CANADA.

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The failure of the Government to provide for the salary increases, and the reorganization of the Departments, under the provisions of the new Act, were the questions which engaged the attention of the executive until a late hour on Friday evening last. Both were referred to sub-committees for further consideration.

It is to be regretted that the report of the committee on the federation of the service was not reached, but it is assumed that it will be given full consideration at the next meeting.

The attention of the Advisory Committees of the Departments is once more directed to clause 16 of the constitution which provides that a member of the committee may act upon the executive in the absence of the regular departmental representative. The Department which is not represented at every meeting of the executive is bound to sustain a loss at some point.

## HOW THEY DO IT IN AUSTRALIA—AN INSTRUCTIVE PARALLEL.

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The framers of our new Civil Service Act may be assumed to have familiarized themselves with what had been done in other countries in a similar direction. Besides the English and American systems, they doubtless consulted the Public Service Act of the Commonwealth of Australia, which went into force on Jan. 1st, 1903. There are sufficient points of similarity between the Canadian and the Australian Acts to warrant this conclusion, although, as might be expected from the differing conditions of the two countries, there are points of dissimilarity also. The Canadian classification scheme is strikingly like the Australian, under which provision is made for an "Administrative," a "Professional," a "Clerical," and a "General" division.

Before proceeding to comment upon the effects of the Australian Act, — an enquiry which cannot fail to be of great interest to us at the outset of a new experience,—let us note a few of the chief features of the Commonwealth Law.

The Commonwealth service is under the direct governance of a single Commissioner who is appointed for a term of 7 years under a tenure similar to that of judges in British countries. Admission to the service is by competitive examination only, except in the case of special officers, who must be recommended, however, by the Commissioner. Promotions are made upon the recommendation of the Permanent Head, if upon investigation such recommendation is concurred in by the Commissioner; but every civil servant has the right of a hearing before a Board presided over by the Commissioner, whether recommended for promotion or not—an important point of difference as compared with the Canadian law. It is another noteworthy difference that the Commis-

sioner has imposed upon him the duty of inspecting each and every Department, and the duties performed by every officer thereof. In this he is assisted by six Inspectors, who are responsible to him only, and who, *inter alia*, examine into all cases where recommendations for promotions have been made. The provisions of the Act which constitute the back-bone of service administration are the following:

Sec. 8—(1.) It shall be the duty of each of the Inspectors, from time to time as generally or particularly directed by the Commissioner, to personally —

- (a) inspect each or every Department.
- (b) examine so far as is practicable the officers thereof and ascertain their duties and the value of their services;
- (c) hear and inquire into all matters affecting or relating to the working of the Departments; and
- (d) furnish in writing to the Commissioner a full report as to every such inspection, examination or inquiry, including therein recommendations for the consideration and determination of the Commissioner.

(2.) After considering any such report the Commissioner may propose to the Governor-General any particular disposition of officers and offices and the division, class, subdivision of class, or grade of every officer and re-arrangement or improved method of carrying out any work which appears to the Commissioner necessary or expedient for the more economic efficient or convenient working of any Department, and such proposal shall be considered and dealt with by the Governor-General.

(3.) If the Governor-General does not approve of any proposal it shall be the duty of the Commissioner to reconsider such proposal, and within a time to be specified by the Governor-General to submit another proposal. Such fresh proposal shall be considered and dealt with by the Governor-General.

Where the Governor-General does not approve of any proposal, a statement of the reasons for not approving and for requiring a fresh proposal shall be laid before The Parliament.

(4.) If the Commissioner finds that more officers are employed in any class or grade in a Department than may be determined to be necessary for the efficient working of such Department, such officers as are in excess may be transferred by the Governor-General to some other Department; and no appointment or promotion of an officer shall be made to such class or grade in such first-mentioned Department until by transfer, retirement, dis-

missal or death, the number of officers in the same class or grade is reduced below the number in such class or grade determined to be necessary for the efficient working of such Department.

(5.) For the purposes of this section an officer of a Department of the Public Service of a State which has become transferred to the Commonwealth shall be deemed to be an officer of the class or grade as determined by the Commissioner pursuant to this Act.

(6.) If the services of any officers in excess in any Department are not likely to be required in any other Department the Governor-General may call upon such officers to retire from the Public Service; and every such officer so called upon to retire shall retire accordingly.

Sec. 9—(1.) The Commissioner shall recommend to the Governor-General for determination the division, class, sub-division of class, or grade of every officer, and shall keep a record of all officers showing with regard of each officer his age and length of service, the office he holds and his division, class, sub-division of class, or grade and salary under this Act. Provided that where the Governor-General does not approve of any such recommendation, a statement of the reasons for not approving and for requiring a fresh recommendation shall be laid before The Parliament.

Sec. 11—The Commissioner shall furnish to the Minister for presentation to The Parliament at least once in each year a report on the condition and efficiency of the Public Service and of the proceedings of the Commissioner and all inspections, and in such report there shall be set forth any changes and measures necessary for improving the method of the working of the Public Service and especially for insuring efficiency and economy therein in any Department or Sub-division thereof. The Commissioner shall in such report draw attention to any breaches or evasions of this Act which may have come under notice.

Sec. 12—(2.) The Permanent Head of a Department shall be responsible for its general working, and for all the business thereof, and shall advise the Minister of such Department in all matters relating thereto.

Sec. 50—Any officer (except officers of the Parliament) affected by any report or recommendation made or action taken under this Act \* \* \* \* \* may, in such manner and within such time as may be prescribed, appeal to a Board, consisting of an Inspector, the Chief Officer of the Department to which such officer belongs or an officer nominated by such Chief Officer, and the representative of the Division to which such officer belongs, elected under the Regulations by the officers of the Division to which such officer belongs in the State in which such officer performs

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his duties. The Board shall hear such appeal and transmit the evidence taken, together with a recommendation thereon, to the Commissioner who shall thereupon determine such appeals. Provided that in the case of reports or recommendation made by the Commissioner to the Governor-General, all such appeals must be taken before the reports and recommendation are dealt with by the Governor-General under the provisions of this Act.

A study of the Commonwealth Act will convince anyone of its thorough-going character. As an instrument for maintaining the service at a uniformly high level, it will generally be considered superior to our law. Efficiency and earnestness are writ large upon it throughout. Our only regret is that space will not allow of a more complete report of it.

Australia, in grappling with her service problem in 1902, when the Commonwealth was formed, appears to have fronted the difficulties with clear purpose and eminent success. In transferring to Federal control the various State services, she had to meet essentially the same condition as confronts Canada in dealing with the Outside Service. The Act has now been in operation for 5½ years, and Canadians will naturally hasten to enquire whether the results achieved under it have been answerable to the expectation. Fortunately, THE CIVILIAN is able to give at least a partial answer to the enquiry, having within the past few days had the privilege of discussing the matter with one of the chief officials of the Commonwealth, Mr. J. R. Collins, Chief Accountant of the Treasury, who recently visited Canada upon his country's business.

It was the firm conviction of Mr. Collins that the Act had proved a great boon to Australia. It was found to work well in practice. The Commissioner had large powers and exercised them, and any attempt upon the part of Deputy Heads, or other chief officials, to introduce methods of favoritism was sternly repressed by him. The Government of the day

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MANAGER.**

is also closely restricted in the making of special appointments. In short, the Commissioner is a man of weight, and his decisions are respected.

Examinations for entrance to the service are fairly severe. They are not so difficult as those required for a university degree, but are of higher quality than is necessary for university matriculation. In the opinion of Mr. Collins, the competitive system results in their getting the very pick of Australian youth, and he believed that it would work well in Canada.

Mr. Collins was inclined to think that the Canadian Quarterly Report system might justify itself if carefully regulated and supervised. Upon its being objected that wrong-headedness, favoritism or perfunctoriness might defeat the end in view, he observed that the right sort of commissioners would probably get good results from

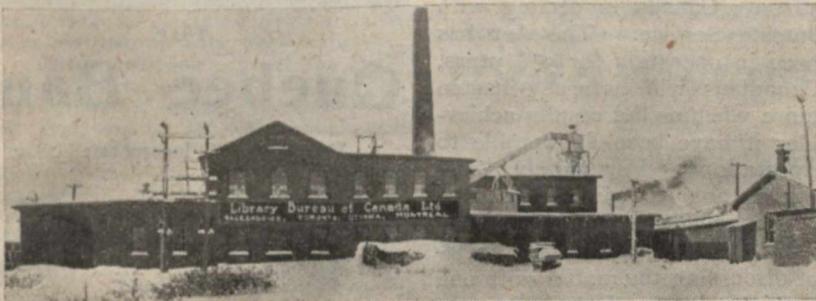
it. Nevertheless, it seems to us that the cardinal weakness of the scheme is that it is not reinforced by an inspection system.

Prior to the passage of the Commonwealth Act, we are informed, the Australian services had been under the blight of political patronage. The new state of affairs was so much superior, the service so much more efficient and the promise for the future so rich and certain as to make the Act of 1902 a real god-send to that country.

---

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## THE QUARTERLY REPORT SYSTEM.

By H. McD. W.

"Checked like a bondman; all his faults observed,  
Set in a note-book, learn'd, and conn'd by rote,  
To cast into my teeth."

—Shakespeare: *Julius Caesar*.

Section 40 of the Civil Service Act reads as follows: —

40. 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.

Let us consider this wise (?) provision of our new Act. It sounds like a return to the days when we were boys and had to take our bad reports home to be signed by our doting ma, and had to sign our good reports with expectant grin, and hand-out for a tip.

Given a perfect humanity, and Anarchy would suit as well as the most perfect system; given a perfect civil service under ideal Deputies and Chiefs and the above section would harm no one. **BUT** (a large "but" in black letters) the civil service is not even hand-picked, but chosen from ordinary humanity, and although we have a very fine lot of Deputies and Heads, it is quite certain that they all differ in their ideas and opinions of what is right and honourable, and it is a question if any two Deputies or any two Chiefs will read the same thing in Section 40 and agree as to the method of carrying it out. A Chief cannot keep the required reports single-handed without giving up much

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(OPPOSITE PARLIAMENT HILL)

W. E. Gowling, Prin.  
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valuable time to it; he must have one or two of his clerks do this *nice* work and this opens the door to favouritism and fawning, to the wreaking of petty vengeance and spite, to small and dirty espionage and all manner of things nasty.

Typewriters must write these reports, messengers must carry them, they must be discussed and gossiped about and their contents will become more or less well known.

One Chief may look upon Section 40 as of mighty importance, and being a methodical man with care to detail, there may be no limit to which he may go in these reports if he is small-minded; while another Chief, wide-minded and generous, with eyes and mind only for big and broad things, will make his reports if he must, but they will only be perfunctory and he will know what to do when promotions are necessary.

It is easily seen that the Section cannot work justice under all kinds of chiefs and will help the mean and small-minded to be more mean and small-minded.

It may be asked what would happen if Section 40 were eliminated; for somebody must report on the fitness of a clerk who is in the line of promotion or who desires a raise in salary. The answer to my mind is clear: the fault in the Section is not in the fact that a clerk before promotion or increase in salary must have the approbation of his Chief, but in the fact that the reports on clerks is made a statutory written record at stated times and seasons.

It seems to me it is time enough to report on a man, either verbally or in written record, when he becomes objectionable to his Chief or when he applies for promotion or increase of salary, and then let the Commissioners sit upon his case and take evidence from what source they think fit.

If the Commissioners are for any purpose, they are for the purpose of equalizing power; they are to act as

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a balance and to serve out justice. Section 40 ties the hands of the Commissioners and forces them under certain conditions to do as desired by Deputies and Chiefs.

Too much power cannot be put into a good and upright man's hands, but all men are not good and upright, so we must not put too much power in any man's hands lest it fall into the hands of the unscrupulous. We need a Civil Service Act only because there are all shades and colors of man from the entirely unscrupulous to the *nearly* good, upright and scrupulous.

I suggest that our Association think this matter over before next session.

Since writing the above, my attention has been called to sub-section 4 of Section 40, which has been added since I read the bill and which reads as follows: "Such reports, if adverse

or unfavourable, shall be shown to the person, respecting whom they are made."

I cannot see how this clause invalidates any of my arguments against inaugurating this system of reports. The foundation of all British justice is that a man is innocent until he is proved guilty, whereas this clause puts a civil servant in the position of the accused before French law, which holds that the accused is guilty until he proves his innocence. It is one thing to charge a man with mis-doing and another thing to prove it and a civil servant charged by a Chief with mis-doing is at a distinct disadvantage as compared to a Chief, who may influence all the parties, who if they were free, would testify on behalf of the accused. In fact, the Section as a whole makes little, mean conspiracies an easy and comfortable way of injuring an enemy.

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MONTREAL

## THE CIVIL SERVICE AND ITS WORK.

By F. A. Dixon.

The public generally, outside of Ottawa, misapprehend the civil service, and, through want of thought, or, perhaps, a certain ungenerosity, ignore the extensive work which it carries on for their benefit; it is only just that they should be reminded. Cabinets alter and Governments change, but the daily work of service, involving the prosperity, safety and convenience of the public, never ceases, but moves on with perfect regularity and precision, in all its countless ramifications, throughout the length and breadth of this enormous country. Everywhere, to its remotest corner, justice can be had, and no crime is too small to escape the search of its agents, whatever the cost and trouble. A small body of able men here in Ottawa have devised and control this admirable system, framing

the laws that define and punish offences against person and property, and organizing and directing the instruments and institutions through which they are enforced; in addition, they act as the general advisors of the Crown in all legal matters.

For the safe navigation of its great water highways and seas, and the protection of its vast fishing interests, with all that is implied of detail, the country looks to the civil servant, and is not disappointed.

From ocean to ocean and across the oceans, to and from all the civilized world goes the priceless correspondence of the country; gathered up from city, town and village, and in all out of the way spots of bush and prairie, by careful, faithful hands, and watched over like king's treasures, under wonderful systems, devised and supervised by—the civil service clerk.

Railways, the public property, are built, maintained and operated in all their manifold complications, and other railways, of thousands of miles

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in extent, are watched and, in measure, controlled, to see that no public or private interest shall suffer through the grant of the valuable privileges they enjoy, and that the safety of the public is not endangered. Great canal systems, the greatest in the world, are constructed and operated in order that the public may have the advantage of transportation into the very heart of the land, and be able to seize the prosperity that there lies waiting. Is there no care, no thought, no brain involved in such work? Much; yet, it is all done by—the civil service clerk.

This great land has been surveyed and partitioned and investigated till, in all its desirable sections, the settler can find, mark out, and defend himself in, his own possessions. Its lakes and rivers and mountains are known and defined, its mineral wealth largely located, its soils tested, its climate recorded, its immigrants carefully protected and guided; its Indian tribes held in restraint, educated and

civilized. All the innumerable levers by which this vast, orderly machinery is made to work to the general good of the public are planned and laid down and governed by—the civil service.

Is there a question of doubt with the farmer, what is the best treatment for his soil, or the best fruit trees to plant in it, or the best grain to sow, or the best mode of dealing with the insect pests that beset him, or as to the diseases of his cattle, the breed of his sheep and pigs, or the making of his butter; the civil service clerk will give him, freely, and with infinite pains and cheerful sympathy, just the information he needs.

Should labour find itself in conflict with its employer, there are men in the civil service whose special duty and pleasure it is to intervene, to secure fair consideration of the difficulty on both sides.

A great Department of the civil service takes care of all the important needs of the country in the way of its

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public buildings, its harbours and wharves and telegraphs. It builds here, dredges there, and has a ready hand for the thousand and one essentials to the public good and general convenience; while inasmuch as, even in peaceful Canada, the inexorable law holds good that the armed hand serves to prevent what the unarmed may invite, Canada has well developed and efficient means of protection against abuse, whether from within or without, in her civilian soldiers, whose intricate organization has more than once been so successfully administered from Ottawa as to earn the praise of the outside expert.

The means by which revenue is obtained and the competition of the world met, demand a far-reaching chain of observation and action, which calls for high intelligence and constant watchfulness, two great departments of the civil service meet, with admirable efficiency, all these requirements, with so little friction that it is probable that not one Canadian in

a thousand is cognizant of their existence. And, lastly, as the money matters of a country, as those of a firm or an individual are vital, its expenditures and income are watched with lynx-like eyes by men of high ability, who digest the financial facts of the present and past, and conjecture wisely as to the possibilities of the future, guarding jealously the honour of the country in that most susceptible of all directions, the exchequer; so that her good name amongst nations may remain unsullied.

Ministers lay down certain leading principals of action, and confidant in the perfect good faith of the officers of their departments, consult with them, accept their suggestions, and leave in their hands the working out of the plans they desire to adopt. The civil servant is the servant of the country as represented by the Government of the day, and whatever the immediate source of his appointment, this is the thoroughly recognized attitude which in Canada he learns to

---

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Probably not in their salary, but if they buy their winter's supply of COAL and WOOD from MORRIS, they will receive a considerable increase in QUALITY and HEAT over those that purchase from other dealers.

I handle the celebrated Lackawanna Hard Coal and once you have given me a trial you will not buy elsewhere.

Finest quality, well screened Coal and a prompt and polite service has been the MORRIS Motto all the way through.

### **Be wise and buy now at summer prices.**

Refuse any but the Lackawanna brand of Coal and you will have a comfortable home this winter.

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adopt. The motto of the service as a whole is "Fidelity," and it is one that the country as a whole should appreciate and reward, as a business firm would, in its own interests, do. The service is an able one, a faithful one, and a patient, long-suffering one, and deserves better treatment than it has received. There is not anywhere a business house of note or a great commercial or banking institution, or a leading railway, or a civil service in any part of the English-speaking world where administrative ability and responsible advisory positions obtain so meagre a rate of remuneration and so little recognition as the civil service of prosperous, wealthy Canada. This condition is neither healthy for the service, nor creditable to the country.

### SNAPS AND SPECIALTIES.

*By Mercutio.*

*"The price of canned goods is coming down shortly."—Market Report.*

\*\*\*

There are bargains here aplenty;  
Walk up, men, and help yourselves!  
Canned goods for the poor and gentry  
Line our departmental shelves.  
Canned, Canned, Canned!  
There's enough to stock the town  
With a big reserve on hand  
To supply the whole broad land,  
For the price is coming down.  
Here's the J. M. C. Commission;  
Come and take it if you will,  
Ripened slowly to fruition.  
Now we keep it on the Hill  
Canned, Canned, Canned!  
We have done the goods up brown,

Sugar-cured and double-tanned;  
But supply exceeds demand,  
And the price is coming down.

Here are scores of scoops and hunches,  
Gathered in the anxious days,  
Days when rumours grew in bunches,  
And the humblest had their says.

Canned, Canned, Canned!  
They enjoyed a high renown,  
Tickled palates through the land,  
But we need a fresher brand;  
So the price is coming down.

Here's the promise of a bonus,  
Once the daily Service fare,  
Swallowed whole like ancient Jonas,—  
Broken now, the worse of wear.  
Canned, Canned, Canned!  
How it cheered the wretched clown  
In the long weeks through the sand  
Now its rated second-hand,  
And the price is coming down.

Here are many hopes assorted,  
Dreams that eased our hearts a while,  
Home-grown hopes, and hopes imported,—  
Some have felt the Sunny Smile.

Canned, Canned, Canned!  
O for adjective and noun,  
Booster words whose wings expand,  
Fit to grace the visions grand  
Ere the price was coming down.

So we ask you scan our tables,  
Let no casual view suffice;  
Rusty tins and dusty labels  
May conceal a thing of price,

Though

Canned, Canned, Canned!  
In November we renew  
Business at the same old stand,  
And you'll buy the same old brand  
At the same old prices too.

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## CORRESPONDENCE.

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## How the Other Half Lives.

To the Editors of THE CIVILIAN:

Gentlemen, — Time was when the lover of beans, and the frolicsome young Ottawan who thought beans to be the fitting wind-up of a night of wild dissipation, sought them in the "bean dive," but recent observations force me to the conclusion that beans, "good old stew," and "pie like mother made," constitute the chief diet of the unfortunate civil servant whose family is in the country and who must live as best he can at lunch counters and cheap restaurants. I eat beans now and then myself, and when a few weeks ago I noticed that other civil servants also frequently ordered them, I began to "take notice," and when to-night, at the hour

when we are all supposed to sit down to a good dinner, I found six civil servants besides myself in a lunch room and saw five of them — all married men—eating beans, I naturally said to myself "there's a reason," and the reason is "they're filling at the price." A plate of beans for ten cents, with bread and butter included, is all an ordinary man can eat, unless, indeed, his lunch has been a bowl of vegetable soup and his breakfast toast and coffee. And, truly, Messieurs Editors, this is how many civil servants live, who only last year felt they could at least afford meal tickets at five for a dollar, and a dinner at 35 or even 50 cents in the evening. There are two principal reasons for this, or perhaps they might be called variations of the same reason. One is that if the wife and kids must go to the country in the summer, and very often they *must*, the increased cost of living makes it necessary for the husband to live as cheaply as he can during that season, if he would keep out of debt; and the



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other reason is that at the hotel and restaurants we can afford to patronize, *we don't get enough to eat*. If the proprietors are spoken to they say, "What can we do? If we raise our prices, we lose our custom; if we serve the meals we formerly did at the same price, we go broke." "How to live on \$— a year," is a never-failing attraction in a certain class of publications. "How to live in Ottawa on fifty cents a day" ought to be a popular feature in THE CIVILIAN. Some of our daily menus would certainly open the eyes of those who have never tried to hang on to at least 25 cents of the daily allowance until dinner time.

Yours truly,  
 IL FAUT MANGER.

**PERSONALS.**

James Richard Collins, Accountant of the Treasury Department of the Commonwealth of Australia, recently spent several days in Ottawa. Mr. Collins is on an eight months' trip round the world. He spent much of his time in Ottawa enquiring into the systems in vogue in the Departments of Finance and Auditor General for the purpose of comparison with those in Australia.

Mr. C. H. Beddoe, Accountant Interior Department, has returned from Winnipeg where he has been since last March dealing with the agencies for seed grain supplied to the provinces of Saskatchewan and Alberta.

Recent promotions in the Department of Agriculture are: J. A. McKenna and F. D. Withrow to first-class clerkships, and C. G. Brown and R. C. Macpherson to senior second.

Mr. A. D. Mosrin, of Lachute, has recently been added to the examining staff of the Patent Office.

THE CIVILIAN extends greetings to Mr. F. C. T. O'Hara, who to-morrow

assumes the position of permanent deputy head of the Department of Trade and Commerce. Mr. O'Hara who has been acting in this capacity during the past six months, succeeds Mr. William G. Parmalee, I.S.O., who has been superannuated after 32 years' service. He entered the service on the 25th April, 1897, as private secretary to Sir Richard Cartwright, and was appointed a chief clerk and superintendent of commercial agencies on the 1st January, 1903. Mr. O'Hara will be, with one exception, the youngest deputy minister in the Canadian service, having been born on the 7th November, 1870.

**ATHLETICS.**

**Lawn Tennis.**

The hot-weather has decreased the attendance at the courts. The recent rains and the attention of the Dept. of Public Works has improved the condition of the grounds.

Up to date, July 27th, the standing of the City League Tennis series is as follows:—

	Won.	Lost.	To Play.
Civil Service .....	6	1	5
Ottawa .....	6	1	5
Cricket .....	1	5	6
Y.M.C.A. ....	1	7	4

The Cricket Club plays Ottawa on July 28th, and Ottawa will likely win. The Civil Service plays the Cricket Club on Wednesday, and will probably be victorious. Thus, it is expected that the standing of the series on the evening of the 29th will be as follows:—

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	Won.	Lost.	To Play.
Civil Service .....	7	1	4
Ottawa .....	7	1	4
Cricket .....	1	7	4
Y.M.C.A. ....	1	7	4

points in Western Ontario; so that keen competition is assured. The green on Parliament Hill will be used for some of the matches if it is in proper shape.

\*\*\*

**Lawn-Bowling.**

Two Civil Service bowlers, Mr. J. L. Payne and Mr. J. G. Boughner, went up to the recent Niagara tournament, and spent a couple of exceedingly pleasant days at that important gathering. They did not win any prizes; but they accomplished the useful purpose of letting Western bowlers know that the noble and ancient game had many devotees in the East, and that the first tournament of the Eastern Bowling Association will be held in Ottawa in the first week of August.

The approaching tournament promises to be a most gratifying success. Ten rinks will be entered from the Civil Service, and possibly eight from the Ottawa Club. An equal number of rinks will probably come from Montreal, Brockville, Prescott, Valleyfield, Cornwall, Perth, Arnprior, Knowlton, Sherbrooke, Almonte and

The Civil Service Bowling Club possesses a unique trophy emblematic of the championship of the club doubles. It consists of an elaborate wampum belt. This belt has been in the possession of the family of Mr. L. du Plessis for six generations, having been presented to his ancestor by a famous Huron chief who owed his life to the brave Frenchman.

Mr. du Plessis, who is an ardent bowler, generously donated it for the above purpose and he and his partner, Mr. E. A. Thomas, succeeded in winning it the first contest. They defended it successfully on seven occasions, but finally lost it to Messrs. Robertson and Kilgallin. The latter two gentlemen are members (by adoption) of the ancient Huron tribe to whom the trophy originally belonged, and it is a curious coincidence that it should thus come into the possession of two descendants of its former owners.

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ALL WISE  
PEOPLE DRINK

**ANGLO-SAXON TEA**

THE CIVILIAN

It is rumored that two young bucks from the Onondaga tribe are on the war-path, in the hope of capturing the coveted emblem. They have been seen several times prowling around the teepee of the Hurons, but it is believed, from their actions, that they would rather extract it surreptitiously from the wigwam of the victors than endeavor to wrest it from them on the green.

\*\*\*

Lawn bowling has become very popular among the ladies this season. Seven rinks entered the spring series, and the result was a four-cornered tie, the rinks skipped by Miss Bayless, Miss Young, Miss Monaghan and Miss McDonald coming through with two losses each.

The finals are now being arranged.

Cricket.

On the 16th inst., Langevin beat East and Mint 61 to 36, and on the

23rd and 27th Militia beat Langevin 93 to 72. In the latter game White for Militia made 44 and Crean for Langevin 32.

On the 25th a Civil Service team went to Almonte and played the local eleven, winning on the first innings by 50 to 12.

Almonte won the toss and sent their opponents to bat; but the bowling of Allison and Stafford was very good, and the side was all out for 50, H. Brown making the only double figures —15.

Almonte's winning was even more disastrous, the first five wickets going down for nothing and the side being retired for 12.

The Service then batted again, making 30 (Foulis 12 not out, and Baker 9) for five wickets, and declaring as the time was short. Almonte made a much better showing than at first, getting 30 runs for six wickets, Rosamond making 14. Time was then

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\$1.25 per bottle

Hivert & Pellevoisin  
Distilled in 1840  
\$3.00 per bottle



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called to enable the service to catch the train.

The bowling on both sides was particularly deadly. Allison for Almonte took 7 wickets for 20 runs; and Ellis and Munroe for the Service 7 for 14 and 4 for 6 runs respectively. P. Brown's wicket keeping for the Service was also a feature; stumping two, running out two and catching one.

The trip was a very enjoyable one indeed, as the Almonte cricketers proved themselves prime good fellows. It is to be hoped another game will soon be arranged, as it is in the best interests of cricket for both the Service and Almonte. A cricket trip to Almonte is hard to beat for a pleasant outing.

The team was: White, Ellis, Munroe, Erritt, P. Brown, Messenger, Foulis, Roe, Baker, Apperley, H. Brown.

The standing of the league up to the 27th is as follows:

	Played.	Won.	Lost.	Points.
Outside ... ..	4	4	0	8
West ... ..	5	3	2	6
East & Mint	6	3	3	6
Langevin ....	6	3	3	6
Militia ... ..	6	3	3	6

### CIVIL SERVICE CO-OPERATIVE COAL PURCHASE.

The movement launched some weeks ago by certain members of the civil service looking to the purchase of coal on a co-operative basis, of which an account appeared in the last issue of THE CIVILIAN, is reported by the committee in charge to be making satisfactory progress. Something over \$3,000 had been deposited to the credit of the fund up to the 28th inst., and coal to the amount of ten carloads has been ordered for July delivery alone. The first instalment of the order is expected to arrive this week, and the rest at short intervals thereafter. Arrangements for local delivery have

been completed, and within a few days' time at least a part of the consignment will be in the cellars of the co-operators.

An impression is abroad that no applications would be received by the committee later than the date originally stated, viz., June 27. While this was the original intention of the committee, it is now announced that additional orders for August or later delivery will be booked if promptly forwarded at the prices quoted in the first leaflet on the subject, viz., \$6.93 and \$7.00 per ton respectively.

In view of the fact that the coal cannot be ordered until the money to pay for it is actually on deposit, the committee requests that the members of the fund act as promptly as possible in the matter. In no case should deposits be delayed beyond the 16th of the month in which delivery is desired.

### OBITUARY.

THE CIVILIAN records, with deep regret, the death of Mr. Frederick Augustus McCord, law clerk of the House of Commons. The sad event occurred most unexpectedly on Thursday evening, the 23rd instant, at his residence, 499 Wilbrod street, and was occasioned by apoplexy, probably aggravated by his arduous duties during the long session of parliament, which had closed two days previously.

The late Mr. McCord was born 52 years ago at Aylmer, Que., and was the son of the late Hon. Thomas McCord, puisne judge of the Supreme Court. He received his education at the Quebec High School, St. Mary's Academy, and Laval University, whence he was graduated with the degree of LL.B. He was called to the bar of Quebec in 1884, and the same year received an appointment to a clerkship in the Senate. Three years later he became assistant law clerk of the House of Commons, and