

THE CIVILIAN

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Re-organization — A Practicable Policy.

Without preconceived design, until almost the last moment, *The Civilian's* present issue has taken on the aspect of a harp with a single string—Reorganization. There is the article headed "A Practical Demonstration in Reorganization," based on a recent and most illuminating experiment at Washingeon of almost the very kind demanded here. The editorial space is usurped by what some may think an unnecessarily dry and matter-of-fact examination of the place of the Third Division, but which has seemed advisable under all the circumstances. There is also the copy of the Association's letter to the Commissioners, which to a degree hinges on Reorganization. A reference to proceedings by the British Columbia government in a similar connection is included. Even the *Woman's Page* reflects the current discussion. It would seem a pity not to prefix so much of the purely hortative with something very definite and to the point in the matter of what is asked of the government in this matter.

A full year has passed since the Civil Service Amendment Act of 1908 came into force. The Commissioners will be reporting shortly on their first year of office, and Parliament, soon to meet, will be putting on its spectacles to scan results. What *are* the results and what is it, if anything, that after a year's running of the machine requires tinkering?

There are several points on which discussion has been more or less active but of which experience has been so short as to render them

still *sub judice*. But there is one feature that stands out clearly and prominently as requiring action, if the full fruits of this legislation are to be reaped.

That is, the astonishing complications that have arisen in connection with Clause 8—the clause requiring a new organization of the service to be made. In a word, the old service has been slapped over, with all its imperfections on its head, into the new order, and the old meaningless classification perpetuated in the terms of the new. The service today is as if Clause 8 had not been. Of the additional confusion which has arisen owing to the Commissioner's regulations having been based on the assumption that the organization of the service has been perfected it is unnecessary to speak here. One aspect of it is given in the editorial article above referred to.

Not to leave off with a mere complaint, *The Civilian* hereby begs in all modesty to state what *it* would now recommend if its advice were requested. The reorganization of each Department, according to the act, must be carried out by the responsible minister. But clearly that leaves the corner stone of the whole edifice, uniformity of principle, entirely out of the calculation. With the best will in the world no two men will think in exactly parallel grooves on a question like the present. The reorganization, therefore, must also be a matter pertaining to council as a whole. Naturally, also, though not inevitably, it is a matter in which the Commissioners, charged

with the purview of the service, have a voice that could be listened to with profit. Let the following specific plan, then, be adopted. Let council declare itself with the several deputy ministers and the two Civil Service Commissioners a committee for the reorganization of the civil service. Let the work proceed in some such fashion as the following. Each minister with his deputy minister and the two commissioners to constitute a separate sub-committee to deal with his particular Department, the committee of the whole having as a preliminary step laid down the approximate principles to be proceeded upon. This process having been completed, the several reports of the sub-committees would be brought together in committee of the whole for final adjustment. An advantage of this would be that it would enable the C. S. Commissioners in proceeding from Department to Department to bring in each case the light of the larger outlook to bear. How much of practical reform would result from this one feature it is impossible to say, but undoubtedly a most valuable body of suggestions would be the outcome. In the sub-committees, it will be seen, the minister and deputy ministers and the commissioners would be evenly balanced—a most desirable arrangement. Matters incapable of being settled between them would go back to the committee of the whole. In any event ratification of the results would be required by council. Finally an act would have to be passed to make the results antedate the regulations. But it is unnecessary to go further into details here and now. If this or something similar were carried into execution, the civil service of Canada would be given a fair chance of becoming in the near future what it ought to be—a model engine for the efficient carrying on of the administration of the country.



MR. F. H. H. WILLIAMSON.

It is entirely to the initiative and unselfish effort of Mr. F. H. H. Williamson, of the Topographical Surveys, that the Ottawa service owes the annual field day of sports, which is now, we may hope, a settled institution, in view of the success with which the second meeting, of which a report is published elsewhere, was carried out a week ago. Mr. Williamson was born in Jamaica in 1883. He was educated in England at Framlingham College, the Ipswich Grammar School, and the Crystal Palace Engineering School. Later, he became Assistant Manager of the London Electro-Mobile Syndicate, and Works Manager of Holmes & Coy., of London, Eng. Still later, he was Engineer to the Pearl Fisheries, Ltd., in Venezuela, South America. He came to Canada in April, 1907. While at the Crystal Palace Engineering School, Mr. Williamson captained the cricket club for two years, and played on both the Association and Rugby football teams of the school when they won the London Cup. He also held the tennis championship of the school for two years.

A Practical Demonstration in Re-organization.

A RECENT RECONSTRUCTION OF THE UNITED STATE INDIAN DEPARTMENT—REVIEW OF A REPORT GIVING DETAILS OF METHODS FOLLOWED.

A difficulty frequently encountered in discussing matters appertaining to the civil service is the marked dissimilarity which obtains between its work and that of most outside employments. Example is always better than precept: the difficulty for the civil service is to find the example.

The much-discussed reorganization is a case in point. While undoubtedly there are numerous enterprises within easy distance of the Departments which could convey a practical lesson in organization, comparisons with such are seldom or never literally possible. Hence the recital of a case where a thorough reorganization of work and workers was accomplished by a Department of Government should be of peculiar interest to all government employees at Ottawa at the present time.

For some two years past a thorough reorganization of the Indian Department of the United States has been in progress. The process is now complete. The report of the U. S. Commissioner of Indian Affairs recently published contains a detailed account of it. Though the problems of the U. S. Indian Department are not necessarily those of a Department of the Canadian government, not even those of the Canadian Indian Department, there cannot but be many lessons to be learned from this very illuminating and capable report—a report which on the face of it is that of a man whose ability is constructive, and who has had the authority and energy necessary to give constructive ideas form. Without further preface by way of explaining that the subjoined is given for its value as an example and not because a parallel procedure is at

all points possible here, we may quote some of the more striking passages from the report.

Co-operation Between Departments.

Almost the opening page of the Commissioner's report deals with a subject of great importance to the Canadian service, a subject remarked upon at length by the late Royal Commission, and being at the root of the whole problem of reorganization, viz., the need of systematic co-operation between the different departments. Says the commissioner:

"In a former report I mentioned a plan I had carried long in mind, and a little way into operation, for systematic co-operation between various departments and bureaus of the Government, so as to get rid of the "wheels within wheels" which are so grave a source of waste in administration. For example, the Office of Indian Affairs, when I assumed charge of it, not only performed the functions naturally to be expected of a benevolent guardian engaged in raising a race of human beings from barbarism to civilization, but maintained a little reclamation service, a little forestry branch, and several other minor organizations for work along lines commonly cared for, and presumptively better cared for, by special bureaus established by law for the benefit of the American people at large. Recognizing the broad economic principle that no extensive public work can be conducted so successfully on a retail as on a wholesale basis, and as the needless multiplication of machinery for doing the same class of work tends to retard rather than advance the attainment of the ends sought, I opened negotiations for a

co-operative arrangement with the Reclamation Service, and succeeded in effecting one which thus far has proved highly successful.

"In general terms, it devolves upon the Reclamation Service the handling of those irrigation projects into which both white and Indian interests enter, reserving for the Indian Office those which are purely Indian propositions; but even in the latter class the irrigationists of the Indian Service have the benefit of the expert advice and assistance of the consulting engineers of the sister service. Such a combination procures for the Indians the best the Government can command in the way of irrigation plans and work, and reduces the chances of serious mistakes to a minimum.

"Having got the co-operative reclamation system well under way, the next advances were made to the Bureau of Plant Industry in the Department of Agriculture. They met with an equally cordial response, and the Congress appropriated \$5,000 for the use of this office in carrying its co-operative experiments into effect. They have already proved their worth and given greater promise for the future.

"Our third co-operative contract was made with the Forestry Service.

"There is another branch of the Indian Office which I would gladly dispense with on the same economic grounds that have been the basis of my co-operative arrangements with the Reclamation and Forest services and the bureaus of Plant and Animal Industry. I refer to our architectural division. As this is conducted now, it means the maintenance of a corps of designers and draftsmen in Washington who draw plans, prepare specifications, make estimates, and advise me on bids, all at from 1,000 to 3,000 miles distance from the places where the work is to be done and the buildings used."

Enough has been quoted above to show what a field there is for co-

operation in the United States services, and if there then probably here.

Nature of the Reorganization.

It will be necessary for the better understanding of the methods adopted in connection with the reorganization proper to note the special objects of the reorganization and the exact situation it was intended to serve. The commissioner describes this as follows:

"The improvements in office methods, some of which I have spoken of in earlier reports, have in the process of natural evolution resulted in an almost complete reorganization. I am glad that it has been possible to effect the change in this slower but more orderly way, because the Indian Service, handling more than 1,000 appropriations and funds, hedged about with some hundreds of statutes, might have been actually wrecked by having even a better organization thrust violently upon it. As all my work is guided by my general aim of preparing the whole Indian establishment for going out of business at no very distant date, such an organization as has taken place of late in growing bureaus like the Reclamation Service in our own department and those of the Department of Commerce and Labor would have been largely unadapted to our purpose. Yet in another sense, improved organization is almost more important in a diminishing than in a growing bureau. No greater help can come to the Indians or to the neighborhood in which they live than through having this service pass out of existence in just the right way; and as for the next few years it is going to take more men and a higher class of men to wind up the affairs of the Indian Service, I am hoping to obtain some time from the Congress an increase, aggregating a little more than \$5,000, in the salaries of the employees who are going to guide the Indian Office in its decline. This

will be more than made up by a saving of hundreds of thousands of dollars to the Government and the Indians."

Divisions of the Reorganization.

The reorganization as carried out by the Department falls into three main divisions: the mechanical redistribution of office work; the improvement in the qualities of leadership in the office; and the greater excellence of the clerical work.

The report takes up each of these divisions separately, the following being an abridgement of the illustrative matter submitted:

Redistribution of Office Work.

The divisions were shifted about and the work inside of them redistributed so as to put an end to all duplication of labor, to bring all closely allied subjects under one head, and to provide a system of checks on the one hand and of automatic co-operation on the other, designed at once to guard against errors, lighten the expenditure of energy, increase the capacity for output, and result progressively in substantial economies. These economies, it should be borne in mind, must be estimated on a basis of decreased cost per unit of work done rather than an aggregate decreased cost. Exact figures are lacking to exhibit conditions as they are in the Department to-day, but the books are now kept in such a way that next year's report can show results of both increased work and increased economies in plain tabular form. Among these redistributions is the consolidation of the accounting and bookkeeping, formerly done in four different divisions, in a new accounts division; and the bringing of the legal decisions of the office to one central responsible point in its law department. No division has now any excuse for doing the things it ought not to do or leaving undone those things it ought to do, and the

effect on what might be called general office intelligence is said already to be plain.

Perfecting of Leadership.

The next step in the reorganization was to perfect in every way possible the qualities of leadership. Under the old system substantially eight different divisions reported directly to the commissioner, which made it almost impossible to bring the broader policies of the office to bear in any vital way on clerks engaged in writing the detailed letters applying them. The commission is now about to group the units of work of the Indian Office into three divisions and two offices.

The following comments of the Commissioner are of special interest here:

"The office of chief clerk is one which will even more be of increasing value to the service, and contains in its machinery the principal means by which the Indian establishment will go out of existence in the way most effective for good. On the other side is the routine of office and service organization, endeavoring always to make the office a lighter and more flexible machine for the benefit of the most important side of the Indian establishment—the field service. The chief improvement in this section in the last year has been the complete reorganization of the mails and files division. The old folded filing and the cumbersome letter books have been abolished. The mastery of any one case used to mean consulting perhaps seven or eight letter books for letters sent out and going to a distant part of the office where incoming letters had been filed; now, all the papers in a case are filed together, and the clerk who has to write a new letter concerning it is able to keep the whole case clearly in mind.

"The second section of the chief clerk's office handles work which the Indian service is now doing in co-operation with other bureaus of

the Government. In another part of the present report I have discussed at some length this important phase of our operations.

"It is to officer properly this organization that I wish I could have \$5,000 more for salaries of present positions. I am happy to say that the improvement of quality is coming far more largely from within the office than from outside. In some cases we have brought in new men for higher positions with conspicuously good results; but even more conspicuous is the improvement in the office's own personnel. The chiefs of the two divisions are notable examples in point. One has been in the service ten years and the other more than eighteen years, and both might be supposed to have become so imbued with the old ways as not to be able to help greatly in the adoption of the newer business methods; yet it is largely due to their loyalty and real enthusiasm that the recent changes are so soon resulting in benefits, and it is on these men and others like them that I must depend to make the work increasingly successful."

Improvement of the Clerical Work.

The third phase of the reorganization was the improvement in quality of the clerical force. Grades and salaries are less clearly defined in the United States service than in our own. In May, 1908, however, President Roosevelt issued an executive order to the Heads of Departments setting forth the principles underlying the arrangement of salaries and concluding with the following pregnant sentence:

The good of the service urgently demands that as far as practicable the rule be followed of paying similar salaries for similar grades of work, and that to each position shall be assigned the person best fitted for it, as shown by work already accomplished.

In the case of the Indian Department, the President's order was transmitted to the commissioner

with a letter from the minister which concluded as follows:

You are requested to cause a review to be made of the work of your several employees, comparing it carefully with the examples given in the schedule, and determining in each case to which grade and class the said work properly belongs. If the salary of the office does not then fall in the class appropriate to his work, it will be proper to recommend that it be adjusted thereto on July 1.

Applying the above, the commissioner reported as follows:

"Under these orders 20 demotions and 27 promotions were made. By promotions based on rather than guided by seniority, many clerks had risen to salaries far higher than was justified by the class of work they were doing, so that the Indian Office, in common with many other bureaus of the Government, often had clerks drawing a \$900 or \$1,200 salary sitting beside and doing either more work or higher grade work than clerks drawing \$300 or \$400 more. Such inequalities were steadily demoralizing the force; they created a lack-luster feeling in the office due to the belief that time rather than merit was to decide questions of advancement. The demotions were made with the utmost care, and I firmly believe that the majority of the clerks demoted not only recognized the justice of the action but the very large degree of mercy with which in all cases it was tempered. On the other hand, the 27 promotions made possible by this rearrangement have unquestionably given the office a feeling that merit would henceforth count."

The Results.

As a suggestive rather than complete summary of the economies in time and expenditures which the reorganization above described has brought about for the U. S. Indian Department, the following is given:

1. The incoming mail now reaches the desk of the clerk who first acts on it in a

maximum time of twenty-four hours — one working day—instead of in a maximum time of a week. All mail except that in the last delivery reaches the clerk's desk the same day.

2. The location of a letter or a whole case is now known in the mails and files division throughout its entire course, and so can be found at once.

3. The old files contain literally tons of documents whose value ended within six months of their receipt. In the new files all ephemeral matter is self-indexing and where it can not cumber the permanent files.

4. Formerly letters signed one day were, unless made "special", often not mailed till the next day. Now all letters are mailed on the day, and often within the hour, they are signed.

5. The entire system of bookkeeping has been put upon a modern business basis. To answer questions as to funds is now a matter of minutes or hours instead of days or weeks, and to prepare elaborate statements is a matter of weeks instead of a matter of months or an impossibility.

6. Reforms in administrative examination

of accounts and claims have reduced the work, approximately, $33\frac{1}{3}$ per cent, and increased the efficiency of examination at least 50 per cent.

7. Even the limited extent to which I have so far been able to send office men on trips into the field has paid in dollars and cents. Only one of the reforms instituted by the chief of the accounts division immediately after his return from a six weeks' trip this summer will, in the course of a year, more than have paid his expenses.

8. Nearly every clerk in the office now has his understudy. I hope soon to have no exceptions. The end of the "indispensable man" is an administrative blessing, no less evident because it is not always to be stated in figures. Formerly illness and vacation often resulted in tying up the most important matters for weeks; to-day they have little effect, and I believe it possible to eliminate them as brakes on work.

9. In general, the office force, substantially unchanged for years, is carrying forward more expeditiously, and at a diminishing cost per unit, a work which has rapidly increased.

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THE THIRD DIVISION — AND REORGANIZATION.

A good deal of confusion of thought still lingers with respect to the place meant to be occupied by the Third Division in the scheme of classification laid down by the Act of 1908. The confusion is natural under all the circumstances. It is of the kind that always follows when theory and practice are miles asunder. Let us try at the risk of some vain repetitions to help clear up the matter.

To begin with, the whole idea of a carefully defined classification scheme is a new one in the Canadian service. It is true, that a first class clerk under the old regime was supposed to be doing a higher grade of work than a second class clerk, and so on; nevertheless, in the working out it frequently happened—in the absence of precise definitions in the

law — that distinctions between classes became obliterated, and many doing highly important work remained in a low grade, and vice versa. The Royal Commission of 1907-08 stated that it found a chief clerk whose duties were to dole out stationery; it might have reported with equal emphasis that it found many a second class clerk doing work much more important than that attached to dozens of offices ranked above theirs.

By the Act of 1908, however, all indefiniteness of this kind is sought to be avoided. Briefly, the act divides the service into two broad groups: (a) the purely mechanical and routine offices; and (b) the offices associated with the power of executive. The Third Division, theoretically speaking, embraces the former; Divisions I. and II. make up the latter.

The distinction established between these groups is emphasized by the fact that entirely different avenues of approach are provided in each case. The examination for entrance to the third division approximates to that of entrance to a High School or Collegiate Institute. To the upper grades, the examination test for entrance ranks with the second year examinations of the leading Canadian universities.

The market value of the work done by third division clerks is in the first instance placed at \$500 to \$800 per year. For faithful and efficient service at this kind of work, however, a higher sub-division having a scale of \$900 to \$1,200 is provided. This, it will be seen, overlaps and projects into the initial salary scale of the executive positions, — which runs from \$800 to \$1,600,—but that is simply on the principle that an experienced and senior worker in a lower field of work should receive more than the mere beginner or apprentice in a higher.

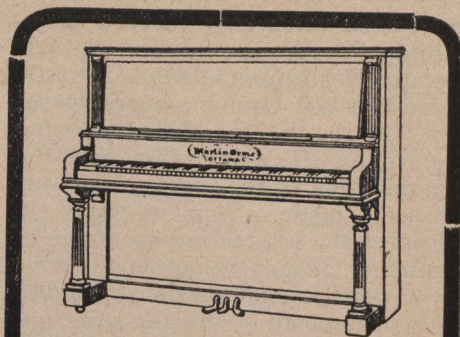
Now, in accordance with the interpretation thus placed on the defini-

tion of the Third Division there is manifestly a gulf fixed between it and the higher classes. It is explicitly declared that *as a general rule Divisions I. and II. are not to be recruited from Division III.*

When we come to examine the exceptions allowed to this rule it is necessary to go carefully. There are two distinct points of view involved, according as the clerk entered the service since Sept. 1, 1908, or before.

In the case of the clerk entering Division III. since Sept. 1, 1908, there is no escape from the open competitive examination by which the whole world may enter Division II. Regulation 9 places restrictions even on the time at which he may go up for examination. The contention is that Division II. represents a new profession. If a young man is unable to pay for the education necessary to enter Division II. and enters Division III. temporarily, he is precisely in the position of the young man who, desirous of becoming a lawyer, must teach a country school for a while till he can make the necessary money. The comparison is rather in favour of the Division III clerk, who, unlike the would-be lawyer or doctor, need not throw up his temporary employment while he is qualifying for what he intends to make his life work.

Coming now to the clerk previously in the service and placed in Division III. on the reclassification of Sept. 1, 1908. In recognition of what may loosely be called the vested right of such a clerk, the law does not bring him into competition with the outside. He must not fall below the educational standard set for the upper branches, but the test in his case is non-competitive, is to be with the sole and only object of obtaining assurance that he is fit to rank among the higher classes, and is, as the Commissioners have explained to the Association, to take on in the optional and what in the regulations appear as the more aca-



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demically parts the aspect of a test on duties in the office to be filled. The old promotion examination is not to be recognized, it being held that to maintain the *status quo ante* for any group of employees within Division III. would be impossible unless it were maintained for all, and to do the latter would in turn perpetuate the old abuses attending promotions over which no safeguard by an authority outside of the Department is retained.

All this, of course, is largely interpretation and theory. The actual situation in the third division as surviving from the reclassification of Sept., 1908, is very different. A service, built up in a way that no one can consider proper, has been suddenly and by a purely mechanical process thrust into a new and carefully specified set of moulds. Little wonder if misfits abound. They are undoubtedly most abundant in that unfortunate subdivision A of the Third Division, which with its limit of \$1,200 has swallowed up many clerks who are doing work that is far from routine or mechanical in character, and who have thus arbitrarily fastened upon them the title of "copyist." Still worse, these must

now, even when they succeed in obtaining the recommendation of their Deputy Head to an advance in rank. submit to the Commissioners' usual test, the regulations of course being framed on the assumption that the classification of the service has been properly made. Thus we have in prospect the interesting spectacle of a number of men being set to prove by a written examination on arithmetic, composition and the rest, that they can do work which as a matter of fact they have been successfully performing for some time past.

The remedy? Why, a reorganization and a thorough one. Apart entirely from the injustices above referred to, and which for their proper correction require a reorganization that is retroactive in effect, how without a thorough overhauling can the service ever find its feet under the new regime? The definitions of the act are clearly not minute enough not to require innumerable interpretations in specific sets of instances. Until reorganization is accomplished and these definitions made, the old inequalities will continue without hope of adjustment ever. Translators, for instance, will be paid one wage in one department, another in another, and a third in a third, according to the opinion of the different ministers of the day. Further, how can the Commissioners exercise an intelligent supervision over promotions if one Department

says such and such a kind of work should be ranked so and so, while another Department places it somewhere else? This is the hope of the reorganization. It is inevitable. Without it the machinery of the act of 1908 in this particular spot will continue to creak louder and louder until with a final jolt it stops altogether.

TRANSFERS.

That facilities for transfers should be few under a system of political appointments was natural enough. Valuable as a certain amount of flexibility in this regard is, it must always be more or less difficult of realization in an organization so varied in its functions as the civil service in the higher ranks. But as *Frea Cannaiad* points out, (and here we may draw attention to our good fortune in having secured so able an exponent of the woman's point of view,) if the work of the third division is to be confined to the mechanical processes of the Departments, the difficulty for at least that class should be minimized. Uniformity of treatment in such a case should be easy of attainment as between the Departments, and assistance to that end might be obtained by giving ear within reason to the petitions of third division clerks in respect of transfers.

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Organization Notes from Outside Service.

A Branch of the Federation Formed at Sarnia.

A meeting of the civil servants of Sarnia was held Saturday evening, Sept. 18th, in the public library, to meet Dr. Smith, president of the Civil Service Federation of Canada, who had been invited by the Customs officers to give an address on the work of the Federation. Mr. Hayne, Customs, was asked to take the chair for the evening, and Mr. MacVicar, P. O. Dept., acted as secretary.

Mr. Hayne, in opening, explained that the object of the meeting was to hear Dr. Smith's views on the Federation, and, if prudent, to form a branch of the Federation in Sarnia.

Dr. Smith was called upon, and stated that he would not go into the history of the Federation, but would prefer to have an informal talk. He explained at length the details of the work done by the Federation, and made it clear that it was not an organization for agitation, but for discussion. Dr. Smith spoke for three-quarters of an hour. Several of those present then brought up points and a general discussion followed. After the discussion Mr. MacVicar, P. O. Dept. (Ry. Mail Service), moved, seconded by Mr. Nesbit, Indian Agent, that the civil servants present organize themselves into a body to be known as the Sarnia District Branch of the Civil Service Federation. The motion was carried unanimously, and Mr. Hayne was elected president, and Mr. MacVicar secretary of the new society, which will meet in a short time for permanent organization. The new branch starts with a membership of 24, which will be increased to 40 or more when the civil servants in the district "sign the roll." A most

hearty standing vote of thanks was tendered Dr. Smith, who responded briefly.

* * *

Collectors of Customs in Western Ontario Organize.

A meeting of the Collectors of Customs for the districts of Stratford and Goderich was held in the Customs office in Stratford on Monday, Sept. 6, when it was decided to form an association to be known as "The Western Ontario Customs Mutual Benefit Association." The following officers were elected for the current term: Honorary president, Hon. Wm. Paterson, Minister of Customs; Hon. 1st vice-president, John McDougall, Commissioner of Customs; Hon. 2nd vice-president, R. R. Farrow, Assistant Commissioner of Customs, Ottawa; president, George Hess, Collector of Customs, Stratford; vice-president, A. Farrow, Collector of Customs, Goderich; secretary-treasurer, F. G. Neelin, Seaforth; executive committee, E. O'Flaherty and D. McPherson, Stratford; J. W. Cull, Mitchell; E. Smith, Southampton; M. I. McPherson, Kincardine. This association will have for its object the general betterment and efficiency of the service rendered to the Customs Department and the mutual welfare of the Collectors of these districts through fraternal and social intercourse. The members of the Customs staff of Stratford entertained the visiting Collectors.

* * *

Circular of Canada Customs Mutual Benefit Association.

The following is a copy in part of a circular recently sent out by the secretary of the Canada Customs Mutual Benefit Association of On-

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tario in connection with the preparation of material to be submitted to the government for consideration on behalf of the outside staff of the Customs Department:

Gentlemen:

I beg to submit the following report in behalf of the Executive of our Association, viz.:

On February 22nd, three members of the Executive, Dr. J. A. Smith, of Windsor, Mr. Mogin, of Toronto, and F. T. Pattison, of Bridgeburg, had an interview with the Hon. Wm. Paterson, Minister of Customs, at Ottawa, in reference to an increase of salary for Customs Officers. We were informed that the amount for increases this year was not large, but that a number would be granted, that there was a possibility of the outside service being placed under the civil service commission, and until that was decided we could not expect much relief.

At the present time, the Federation is preparing to ask the government to place the outside service on the same basis as the inside, and to re-establish a system of superannuation. The re-organization and re-classification of the whole outside is a large undertaking, and will involve a lot of work and thought. The Federation wishes to submit some system to the Government which will cover the whole service. I therefore beg to submit a list of questions, which I wish you would place before your officers, and ascertain their views and return to me as early as possible.

1. Should the general principles and reforms involved in the Civil Service Amendment Act of 1908 be extended to the whole service?

2. Should the present classification be modified; if so, in what manner?

3. In branches of the service where no classification exists, should one be established; if so, on what basis?

4. Taking into consideration the

new conditions arising out of the increased cost of living during the last ten years, is a new schedule of salaries desirable; if so, what would be a fair request?

5. Are the members of your staff in favor of the enactment of a new scheme of superannuation, either on the lines of the recommendation of the Royal Commission or something similar?

6. Are you aware that an act granting cheap insurance has been in force many years, and have you taken advantage of it?

7. In your division, has the income tax been imposed upon civil servants; if so, has any organized effort been made to resist it?

8. In the event of the income tax being resisted by civil servants would your staff be willing to contribute for the purpose of carrying the case to the highest courts in the Empire?

The Executive would like to receive an expression of opinion on all the above mentioned matters in concrete form. The information thus gathered will furnish material for a memorial to be presented to the Government.

Let moderation be the tone of the requests. Selfish or personal interest should not be allowed to be the controlling consideration. If we put forward suggestions or requests which are not founded on reason and justice, it will not only bring discredit upon us, but we will be unable to accomplish anything. The Federation has received the approval of the Ministers, and if we can devise some system that will meet with their approval, we are satisfied the Government will bring in a bill at the next session to have the outside placed under the Civil Service Commission.

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and maximum, stating class or grade?

What would be a fair annual increase?

Are you in favour of 8 hour service for outside officers as stated in our memorial to the Royal Commission, copy of which we enclose?

Have you any other suggestions to offer?

Each Port should organize their staff and be prepared to assist this movement in every possible way. The annual convention will be held in the near future and it is expected that each port will try and send a delegate.

Yours sincerely,
F. T. PATTISON,
Secretary.

Heard in the P. O. D.

The *Postal Current* has been working out some comparisons between new and old schedules, and between former and reduced rates of postage. Notwithstanding recent increases in schedule, the average postmaster gets from 17 to 23 per cent less for handling 10,000 letters than he did twelve years ago. And yet he has to meet a 40 per cent increase in the cost of living. Unremunerative work has been increasing too.

The average salary of the Rural Free Delivery Carrier in the United States last year is estimated at \$865.

A new postoffice was established in a small village away out west, and a native of the soil was appointed postmaster. After a while complaints were made that no mail was sent out from the new office, and an Inspector was sent to inquire into the matter. He called upon the postmaster, and, stating the cause of his visit, asked why no mail had been sent out. The postmaster pointed to a big and nearly empty mail-bag hanging up in a corner and said: "Well, I ain't sent it out 'cause the bag ain't nowheres near full yet."

There is a bright chap named Lemieux
Who says quite a good thing or deux,
So he fares far and wide
As fair Canada's pride,
And makes all the others look bleu.

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OTTAWA a ONT.

**OTTAWA CIVIL SERVICE ASSO-
CIATION — LETTER TO
COMMISSIONERS RE
PROMOTIONS.**

The first meeting of the C. S. Executive to be held in the new headquarters of the Association, at 75 Mackenzie Avenue, took place on the evening of September 30. The building is not finally ready for occupation, though it is hoped that within the next few days the various offices for the service will be regularly installed. The committee was the recipient of many congratulations on the occasion.

The chief business of the meeting was to discuss a draft statement to the Civil Service Commissioners, prepared by a special Committee, consisting of the officers and Messrs. A. G. Kingston and A. F. MacKenzie, re promotions from the Third to the Second Division. The statement after a lengthened discussion, was approved, and the secretary instructed to forward copies at once to the Commissioners.

The Sanitation Committee reported progress with regard to a statistical investigation at present in hand, and a discussion was held as to the means available for disseminating among the members of the Association an account of the proceedings of the Executive. It was determined to issue résumés of proceedings from time to time to the advisory committees to be distributed among the members.

Letter to the Commissioners.

The text of the letter which it

was resolved to send to the Commissioners is as follows:—

October 2, 1909.

To the Civil Service Commissioners :

Re Promotions from the Third to the Second Division.

In further reference to the subject-matter discussed at the interview granted by you to members of the Civil Service Association in June last, we beg to ask on behalf of the Association your consideration of the following:

With reference to the terms of the Act of 1908 in respect of promotions from the Third to the Second Division as applied to those entering the service after September 1, 1908 (sec. 26, sub. sec. 1), and of the regulation based thereon (Regulation 9), we have at this time no views to submit. Our concern in the present communication is solely with the status of clerks appointed to the service prior to the date named and now ranked in the Third Division.

Section 26, sub-section 2, of the Civil Service Amendment Act provides that, in the case of these clerks, promotions shall be made without an open competitive examination upon the recommendation of the Head of the Department, based on the report in writing of the Deputy Head, and accompanied by a certificate of qualification by the Commission to be given with or without examination as determined by the Regulations of the Commission. The Regulations of the Commission require that in case of such promotions the Commission, after consultation with the Head or Deputy Head of the Department, shall prescribe a non-competitive promotion examination, which while having reference to the requirements of the position to be filled shall nevertheless ensure a qualification substantially equivalent to that required in the open competitive examination for entrance to the Second Division.

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Two important points would seem to be raised by these enactments :

(1) The duties assigned to the several classes not being carefully defined in the Civil Service Act prior to September 1, 1909, and the transfer of the Service into the new classes created by the Act of 1909 being almost wholly mechanical, it has followed that a number of clerks now ranked in Sub-Division A of the Third Division are performing duties that would properly be classified in Division Two. Some of these have since obtained the recognition of their Departmental Heads to that effect. Yet owing to the fact that section 8 of the Act of 1908, under which readjustments of this nature should have been made, had not been put into effect prior to the going into effect of the Regulations, those clerks are now required to pass an examination test before being permitted to enjoy the rank and emoluments properly attaching to their duties, though no change of duties is involved in their promotion, but only a proper recognition of the importance of those duties. We think this

a great and unmerited hardship and one that calls urgently for redress.

(2) While we fully recognize the importance of the concession contained in Section 26, Sub-section 2, of the Civil Service Amendment Act, and the necessity of ensuring in the Regulation that the educational standard for entrance into Division II, be maintained, we think that definite allowance should be made for cases where clerks have previously passed examination tests of equal or greater severity than those prescribed in Regulation 20. We are of opinion that the Commissioners might fitly rule as to the examinations which they would admit as waiving the necessity for further examination under Regulation No. 20. We would also like to be favoured in this connection with your views as to the claim of those who prior to September 1, 1908, passed promotion examinations entitling them to go forward to a higher rank without further examination.

All of which is respectfully submitted.

J. A. DOYON, R. H. COATS,
President. Secretary.

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From a Woman's Standpoint.

By *Frea Cannaiad.*

Under the old conditions, the outlook of a woman entering the civil service depended greatly on the department. She might enter one where, within a reasonable length of time, she could expect appointment to the permanent staff; in another she might serve as a temporary clerk for many years. As a result, women, equal in attainments, of equal industry, and having served a like number of years, to-day command salaries by no means similar.

The question of outlook, therefore, assumes an important aspect, with the passing away of the old régime. In departments where the outlook was always bright, the women are confident of good things. "Any

woman," they say, "can live on \$1,200 a year."

The words "upon the recommendation of the head of the department" to them represents an easy passport from subdivision B to subdivision A in the third class. Others do not read these words with like equanimity. There was a time when the heavens were of brass. Have they changed their nature? They apprehend that, as of old, even this promotion is a virtual impossibility. But are they not mistaken?

For, if the duties of all third division clerks are to be similar; if in some departments, clerks, without change in the nature of their work, can be promoted from one sub-division to the other, then the same rule should be applied to all departments. There will have to be an acknowledged standard of "merit"; it must not mean the display of peculiar ability (the opportunity of displaying which never comes) in one department, and in

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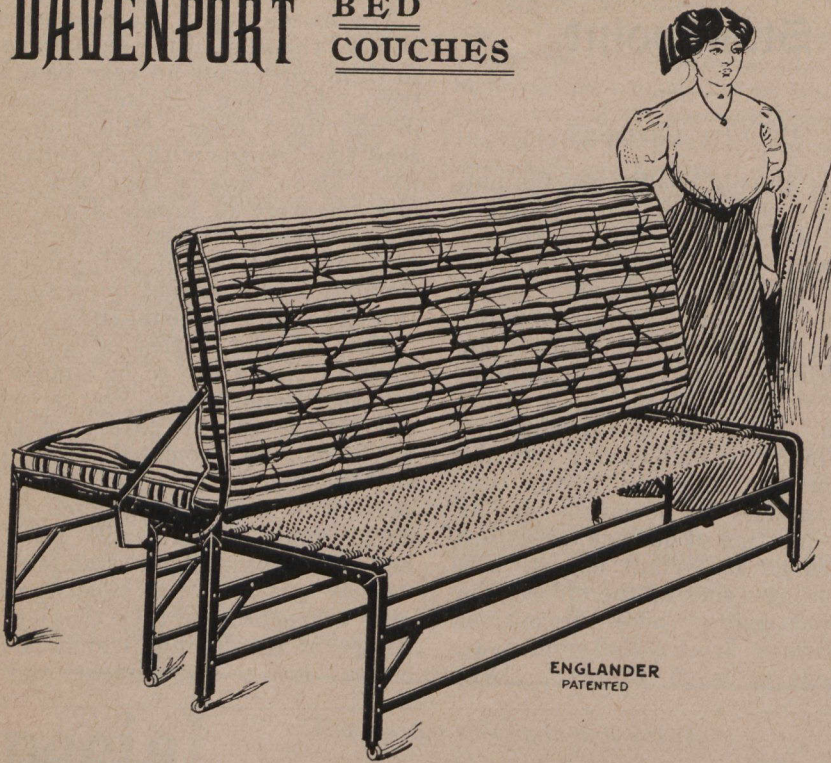
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another the mere faithful performance of routine duties.

The objection is raised that like conditions do not prevail in all departments, that in some the duties of clerks qualify them for higher work, while in others the work is all of a routine character. Such departments, it is objected, cannot create work in order to offer the prospect of advancement. If this be the case, resort must be had to either of two alternatives—such de-

partments will have to give clerks deserving promotion work which will correspond in nature to that given in other departments, or opportunities of being transferred to other departments must be opened up.

The act of 1908, in providing that appointments be made by competitive examination, presupposes that the outlook in the different departments is the same. Otherwise, it would not be fair to appoint one

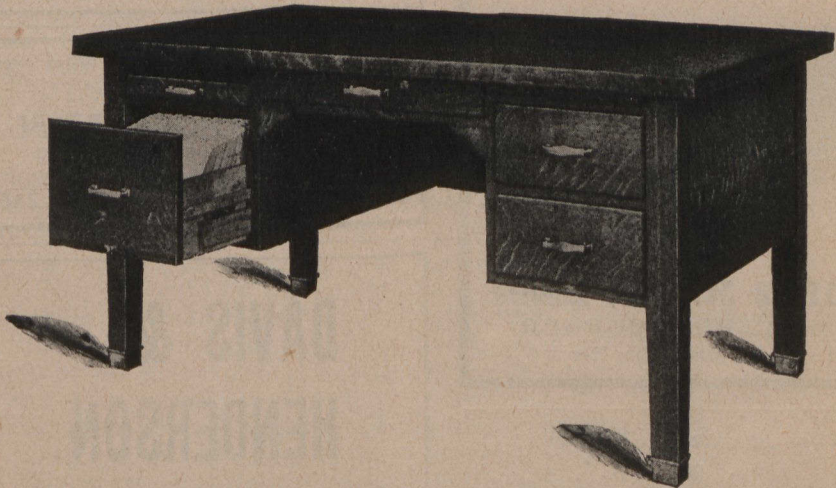
to a department in which she can reasonably expect advancement, and another to a department in which she can have no such prospect. If in some cases, there can now be no promotion, then appointments under the competitive system can only be fairly made by abolishing the barrier of departments in the third class,—in other words, by establishing a system under which a woman, worthy of the promotion which her own department cannot give, can pass to another department — and this to be accomplished in some open way, as will not exhaust her youthful energy in the attempt.

Such a system, moreover, would in any event be an improvement. The genius of successful business men has sometimes been characterized as the power of placing each man in his right place; the government cannot afford to ignore the fact that

all are not temperamentally fitted for the same tasks. In the past, its lack of discrimination in this respect has been marked. In the same office, doing similar work, with similar prospects, are grouped together, women whose mental acquirements range all the way from "the ability to write a fair hand," to those of university graduates. An expert stenographer, a woman of good artistic ability set side by side—both might make use of such qualifications, neither does. What others are doing with indifference might be a joy to them. For years, perhaps, they have sought more suitable work, in vain. Their doom was fixed long ago, from the very moment when an adverse Fate led them there. It is time now to see whether or not it is irrevocable.

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A Lesson Worth Learning.

To the Editors of *The Civilian*:

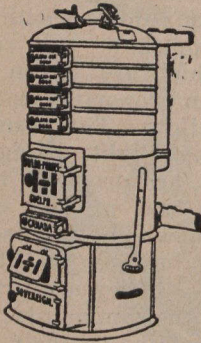
Civil servants have learned a good many things during the past two or three years, some of them pleasant and some of them otherwise. It was, for example, exceedingly agreeable to discover by a number of experiences the comprehensive advantages of cohesion. Very substantial results have come from concerted action, and with the instincts of self-interest thus aroused there is little if any danger of the ground which has been won being lost by failure to preserve the bulwarks of organization. On the other hand, it has not been inspiring to be warned by a series of bumps that there are still some lessons to be learned. One of these is the isolation of the service.

It was precisely this lesson which Toronto Saturday Night, in its brusque and almost brutally candid way, was trying to teach civil servants in the article which was recently re-printed in *The Civilian*. Paraphrased, this was about what our contemporary said: "Why should civil servants complain because the press does not notice them? They are paid by the public to do certain necessary work at Ottawa. Let them do that work in the seclusion of the departmental buildings, and do it in silence. If they have any problems or troubles, let them keep them to themselves. These things are essentially domestic in their character, like the difficulties which arise in a foundry as between the moulders and their employers, and it is simply a piece of cheek on the part of government employees to assume that the public has any right to be bothered about their affairs."

Now, blunt talk like that is apt to create a rise of temperature under the collar. But in life it is not always best that our doses should be sugar-coated. Somehow we value the remedies which are given us when we are ill in proportion as they are hard to swallow. The observations of Saturday Night, disagreeable as they are, are probably true. The servants of the public must know that those whom they serve take very little interest in them. They stand alone. They are practically isolated in the community, and in all that appertains to their welfare they are cut off from the sympathetic interest of the people of Canada at large.

It is well to know all this. Some of us may have suspected it all along; but when a widely circulated periodical tells civil servants that their interests are of no public concern, and not a single newspaper in the land rises to differ, the whole body of government employees might as well accept it. The course of action which such a situation suggests is obvious. Civil servants must fight their own battles. If reforms are desired, they must wage a campaign in their native strength. If they win, well and good; if they lose, they must suffer defeat in silence. The vast machinery of administration is not a thing of any consequence, so Saturday Night insists, to the country at large. Surely this is a strange doctrine; but, if it is commonly held, it should at least teach civil servants the vital importance of unity. Being told that they must live to themselves, the feeblest instincts of self-preservation should prompt them to realize all that is possible by earnest, sane and harmonious co-operation. If that co-operation is carried to its proper and legitimate lengths, patiently and prudently, those who serve the Canadian people here in Ottawa may find some compensation for their enforced and illogical isolation.

J. L. P.



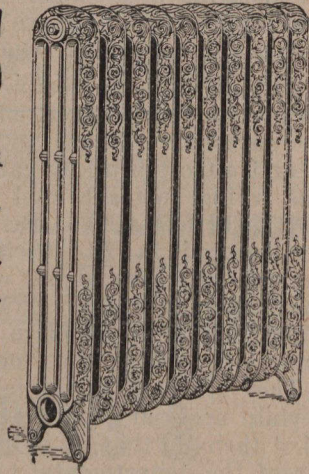
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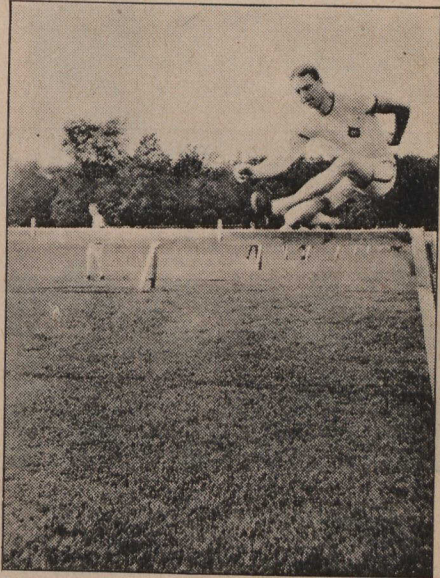
Athletics.

The Second Annual Meet.

Saturday, September 25th, opened fine and pleasant for the second annual athletic meet of the C.S.A.A.A. of Ottawa. The event proved to be all the most ardent well-wisher of civil service athletics could wish, equalling the performance of 1908 in respect of getting the competitions off in good time. When Lady Hanbury Williams presented the last prize it was twenty minutes to six, a record not often equalled in affairs of this kind.

The local papers have furnished an excellent account of the proceedings and the present account will be restricted to matters considered rather as in the family. After two years' experience it will probably occur to the sports committee that next year the meet should be a handicap one. This year Stronach voluntarily conceded 15 yards to all competitors, and such concessions all through would induce more entries and add an element of uncertainty as to the results. The presence of a number of deputy ministers was a gratifying incident, and it is to be hoped that next year there

will be more. The following deputy heads of departments attended: W. J. Gerald, W. W. Cory, T. C. Bo-ville, C. H. Parmelee, T. H. Ross.



R. S. Stronach in the hurdles.

All competitors who won cups may get them engraved at Messrs. Rosenthal & Sons without expense. It may be explained in reference to W. J. Garvoek entering in the relay team of the Finance Department,

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that the entry of that department was changed to East Block, but the programme was not amended.

The thanks of all civil servants are tendered to the sports committee, especially to Mr. Frank Williamson, who initiated the idea of the meet in the first place, and conducted the first two annual events with



Finish of the Hundred Yards Novice.

conspicuous ability. The amount of work entailed in carrying on a field and track meet on grounds not adapted for the purpose will be little understood by casual observers. It is to be hoped that Mr. Williamson will not weary in well-doing, and that others will arise to assist in the work.

Summary.

Final, 100 yards, novice: 1, J. Williams, Interior; 2, C. H. Burns, Customs; 3, N. Fee, Agriculture. Time, 11 seconds.

Final, 100 yards, open: 1, J. Williams; 2, W. J. Garvock, Privy Council; 3, R. S. Stronach, Interior. Time, 10 4-5 seconds.

Putting 16-lb. shot: 1, G. W. Kennedy, Dominion Police; 2, J. P. McMillan, Interior; 3, H. W. Dunnet, P. O. Distance 36 ft, 6 in.

Running high jump: 1, R. S. Stronach, Interior; 3, H. L. Edwards, Interior; 3, E. Hiney, Militia. Height, 5 ft 2 in.

120 yards, hurdles, first heat: R. S. Stronach; 2, H. L. Edwards.

Second heat: 1, J. Williams; 2, J. B. Donaldson, Militia.

Final: 1, R. S. Stronach; 2, J. Williams; 3, H. L. Edwards. Time, 18 seconds.

Throwing cricket ball: 1, F. Littlefield, Militia, 105 yards; 2, J. Williams, 100 yds; 3, C. Disney, Transcontinental, 92 yards.

Relay race, one mile: 1, Interior Department, A. M. Grant, J. P. McMillan, E. R. Williams, R. S. Stronach; 2, East Block; 3, Militia; 4, West Block.

880 yards, novice: 1, J. Williams; 2, E. G. Bunel, P. O.; 3, H. H. Mainguy, P. O. Time, 2.21 2-5.

Veterans' race, 100 yards: 1, S. Short; 2, J. White; 3, J. Richards. Time, 12 sec.

440 yards, open: 1, R. S. Stronach; 2, H. Nutting; 3, W. J. Garvock. Time 54 2-5 seconds.

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Tug-of-war : Dominion Police team beat Interior and Militia each twice. Winners : Sergt. B. T. Carey, Constables H. Giroux, T. G. Gillissie, E. Ullary, W. Charon, F. McFadden, D. Dehaitre ; captain, Constable G. H. Cutts.

Running broad jump : 1, R. S. Stronach ; 2, E. Hiney ; 3, H. L. Edwards. Distance, 19 ft.

One mile, open : 1, H. Nutting, T. and C. ; 2, E. Hiney ; 2, J. Gorman, P.O. Time, 4.55.

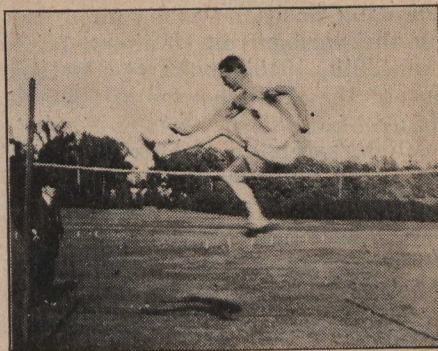
Final, 220 yards, open : 1, R. S. Stronach ; 2, J. Williams ; 3, J. Gorman. Time, 25 2-5 seconds.

Field Officers.

Referee, Prof. Adam Shortt ; judges at finish, Sir John Hanbury Williams, H. S. Southam, H. B. McGiverin, M. P., W. T. Urquhart, Col. A. P. Sherwood ; field judges, P. J. Lee, J. L. Payne, W. E. Gowling, D. J. O'Donahoe ; starter, H. Ketchum ; time-keepers, Ald. S. Rosenthal, A. E. Hurd, J. Moran ; official scorers, W. W. Moore, R. W. Morley, W. H. Robertson, A. H. Brown ; clerk of the course, J. D. Sutherland ; announcer, W. J. Fraser.

Association Officers.

President, W. T. Urquhart ; vice-president, W. T. Wilson ; secretary, R. W. Morley ; treasurer, A. H. Brown ; committee, F. F. Grierson, J. L. Payne, L. G. Bower, G. A. Lindsay, F. Shannon, H. M. Blatchley, C. S. Birtch, F. H. H. Williamson ; sports committee : F. H. H. Williamson (chairman), W. W. Moore, G. H. Wattsford, F. Grierson, J. A. Belleau.



R. S. Stronach winning the high jump.

NEW POSITIONS IN THE SERVICE.

A general competitive examination, under the direction of the Civil Service Commission of Canada, will be held on Tuesday, the 9th day of November, and following days, at Halifax, Yarmouth, Sydney, Charlottetown, St. John, Fredericton, Moncton, Quebec, Montreal, Ottawa, Kingston, Hamilton, Toronto, London, Sault Ste. Marie, Port Arthur, Winnipeg, Brandon, Regina, Saskatoon, Calgary, Edmonton, Nelson, Vancouver, and Victoria. The ex-

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amination will have reference to the following positions to be filled during the period from January 1st to June 30th, 1910, in the Inside Division of the Civil Service of Canada, viz. :—

40 clerkships in Subdivision B of the Third Division, (25 men and 15 women). In the case of fifteen of these clerkships the persons to be appointed must, in addition to being successful in the regular examination, possess a knowledge of stenography.

50 clerkships (males) in Subdivision B of the Second Division. In the case of six of these clerkships the persons to be appointed must, in addition to being successful in the regular examination, possess a knowledge of stenography and typewriting, and in the case of four others a knowledge of book-keeping will be necessary in addition to the regular prescribed subjects.

1 patent examiner, Subdivision B of the Second Division, who must be a graduate in the faculty of mechan-

ical engineering in some recognized university.

1 assistant chemist in the laboratories of the Experimental Farm at Ottawa, Department of Agriculture, Subdivision B of the Second Division. Candidates must be graduates of the scientific department of some recognized university, who have given special attention to the study of the theoretical and practical chemistry, and have had experience in general analytical work.

1 assistant cerealist for the Experimental Farms staff for Subdivision B of the Second Division. A man will be required for this position having some training in natural science, and some experience in laboratory work.

A general examination for positions as messenger, porter, packer or sorter will be held at the same time and places.

The regular Civil Service examinations, Preliminary and Qualifying, for the Outside Division of the civil service will be held on the same days and at the same places.

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CIVIL SERVICE REORGANIZATION IN BRITISH COLUMBIA.

Some months ago, it will be remembered, a Reform Act went into force for the Civil Service of British Columbia. Like the Dominion Act, the British Columbia measure provided for a reorganization of the service in the terms of a new classification system. The parallel in this respect ceased there, however, for the British Columbia Government has taken steps to carry the reorganization into effect. A special Commission of three was appointed, and has now been at work for some time. Something of its methods may be learned from the following statement which appeared recently in the *Vancouver Province*:

Unheralded, the commissioners descended yesterday on Vancouver, and ever since their

arrival have been asking questions of the numerous government employees.

The commissioners are grading the civil service and at the same time are ascertaining exactly how the departments throughout the province are operated and whether in their opinion the people are getting the worth of the offices. There are no set questions, and every man who goes on the inquisitorial rack may have some query fired at him which was prepared specially to fit his case as it may have been reported to the commissioners.

Yesterday the commissioners spent some time at the courthouse. They questioned many of the employees, and among other things found out at what hours the various employees were supposed to report for duty in the mornings. This morning the commissioners surprised every one by getting down to work themselves at the hour when every employee was supposed to be at his post. Some chiefs and subordinates were not there, it is said, and there are conjectures as to what the outcome will be.

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Personal.

Miss Coghlan and Miss Darby, both of Ottawa, have been appointed to positions in the Indian Department.

Miss E. Robinson, of the Indian Department, has resigned her position, and has left for her home in Winnipeg.

Mr. S. L. T. McKnight, of the Department of Railways and Canals, has the sympathy of his friends because of the death of a brother, who, until recently, lived with him in Ottawa.

Miss Doutre, sister of Mr. Cecil Doutre, of the Marine Department, was married on September 27th.

Members of the staff of the Department of Labour are congratulating themselves on their new and commodious quarters in the building previously occupied by the Y. M. C. A. The two upper flats of the same building are to be occupied by the Department of Militia.

Miss Braden, of the Patent office, is absent on sick leave. Mrs. Kingsmill, of the Correspondence Branch, Department of Agriculture, is also absent on three month's sick leave.

Miss Edith Dunlop, of the Railways and

Swamp Lands Branch, Department of the Interior, was married, Sept. 1st, to Mr. G. Forest Wood,

Miss Elizabeth McLaurin of the Deputy Minister's staff, Department of the Interior, was married, Sept. 29th, to Mr. W. H. B. Teakles of Vancouver, B.C. Mr. Teakles, a successful business man of the West, is a son of the late Mr. Teakles; of the Customs Department at Ottawa.

The many friends of Mr. Cragg of the Interior Department, who is at present in the West, will be please to learn that he is greatly improved in health and is expected to resume his duties in Ottawa early next winter.

We regret to hear that Capt. T. Aumond, of the Secretary of State's Department, is seriously ill.

Miss M. Quain, of the Department of Justice, is visiting her sister in Chicago, on her way back from a trip to British Columbia.

The marriage takes place on Tuesday, October 12th, of Mr. J. R. Morton, of the Finance Department, to Miss Daisy O'Neil, formerly of that department, who resigned her position on the 30th ultimo. Both are very popular, and their friends in the department are presenting them with a cabinet of silver.

Mr. C. S. Scott, of the Finance Department, left Ottawa on Wednesday on a business trip for the department.

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