THE SUNDAY OREGONIAN, PORTLAND, MAY 23, 1915. THE BUILDING OF THE PANAMA CANAL GOVERNOR OF THE PANAMA CANAL GOVERNOR OF THE FORCE. Pay Day at Culebra Jan, 1908. Pay Car Was Takento Centers of

First and Second Lock-gates at Gatun.

can best be conveyed by outlining, as of us. briefly as possible, the steps which led to its adoption. This outline will include, necessarily, an account of the

plated, and the methods employed it been taken, would have resulted in After the departure of the Congress- nothing short of chaos. terprises always depends,

rectly under the chief engineer in charge of the construction of the canal; and quarantine; law and government, postal affairs, customs and public works; labor, quarters and subsistence, in charge of recruiting skilled and unconstruction, engaged in the erection of quarters; mechanical, in charge of shops; municipal engineering. charge of streets, sewers and water supply; material and supplies, in charge of equipment and construction materials of all kinds; meteorology and river hydraulics, and others, in charge of map-making and lithography.

Ineffectiveness of Commission System. composed of the engineer members of gineering work.

Mr. Stevens maintained that the com- were taken up with him. mission system had never been given a First Move to Concentrate Authority. fair trial, and that its inefectiveness First Move to Commission maintained bers in such a way as to secure better to the isthmus. final approval or veto power.

in the chairman of the Commission.

to grow greater the more closely examination was made. Whether the new should be also. regime would be able to carry the bur-

HE organization through which and not possessed of organizing ability the canal was constructed was the could have succeded in this part of the result of a process of develop- work-the one part for which our ment, and a clear understanding of it previous training had not fitted any

The lock type of canal had been conditions which existed at the time adopted only the previous June, so that the work was transferred, in 1807, and the organization for other portions of the impediments to progress which de- the construction work was in a more or less tentative stage. The period of As noted in a previous article, Major preparation was practically completed, Gaillard and I arrived on the Ithmus however, and the success subsequently in March of that year in company with attained is indicative of the thorougha party of Congressmen. During their ness and clear-sightedness displayed in visit we accompanied them on the the prepartory work. Recalling the sight-seeing trains supplied by the of- President's desire to continue intact the ficials for inspection of the work, existing organization, I could not but thereby getting a general idea of what feel that it would be madness to atbeing done, what was contem- tempt any change; such a course, had

men time was devoted to going over Because of his familiarity with the the work in greater detail, looking work in all its ramifications, I took particularly into the organization, for counsel with Mr. Stevens as to the upon this factor success in such en- manner in which he would so subdivide it as to utilize to the fullest exdepartments and divisions covering all of the Commission and at the same tent the services of the other phases of the work, the chief of which time carry out the views of the Presiwere engineering and construction, di- dent by placing each in charge of a de-

partment. Three of them fell into place natursanitation, in charge of the sanitation ally-Colonel Gorgas at the head of the department of sanitation, Jackson in charge of courts, schools, police, fire. Smith at the head of the department of labor, quarters and subsistence and ex-Senator Blackburn as Governor. For the other three, who were engineers, skilled labor, and kitchens, building there must be found departments, and necessarily they must form part of the department of construction and gineering, which remained with the for me to attend personally to matters ging the dog."

Stevens, I decided to organize the de- the case, then there was great need for the situation, that in order to subordinpartment of exhavation and assign to some one to look after them, and it ate everything to the construction work partment of exhaustion and assign to some one to look after them, and it are construction should it Major Gaillard, with supervisory seemed to me that Mr. Bishop, by reacharge of all exhaustion, both dry and son of his position, would not only be wet, and Major Sibert to the departuseful but the proper person in this Executive order, by direction of the With the settlement in June, 1906, of ment of lock-and-dam construction, field. the question that had been pending Instead of placing Mr. Rousseau at the How pending labor questions would ity of the Governor or chief executive there on August 7. the question that had been pending instead of placing our trouses and be settled was unknown at the time, of the Governor or chief executive for some time as to the type of canal, head of the division of material and be settled was unknown at the time, of the Canal Zone, under existing laws, a designing force had been organized supplies, as had been suggested, I comto prepare the plans for the locks, bined the divisions of municipal entary of War had not been held, but be vested in and exercised by the chairto prepare the plans for the locks, bined the divisions of municipal enterprises and their appurtenances, and gineering, building construction and there had been instances of complaints man of the Isthmian Canal Commistence and grievances being taken direct to mechanisms. This force was located in department and assigned him to the President, so that more were likemechanisms. This force was located in department and assigned that the President, so that Commission side had been the cause of it. Washington and was under the direct head of it. In this way each of the ly to be, and if the Commission side had been the cause of it.

The chief element in the considera- 1 the management of canal affairs with local conditions and would be of as head of the department of civil adtion was, of course, the Isthmian Canal passed into the hands of the third com- much assistance in making such pre- ministration. The official designation Commission, which should set forth the Commission of seven members, which mission that had been created since sentations. constituted the executive control construction was undertaken. The There had been considerable friction Secretary, of War (Mr. Taft) was on his presence with the Commission. In Canal act of August 24, 1912, and trouble in previous commissions the isthmus at the time, and various my interview with the President on I brought up with Mr. Taft the ques- marily, of keeping them informed, and, because of this seven-headed authority, questions concerning the organization February 18, as mentioned in a previ- tion of giving me the veto power over secondarily, of affording to the public

fair trial, and that its inefectiveness was fue, not to the system itself, but The Canal Commission maintained might have a "friend at court." Have commission were on the Isthmus things ' He drew a plan for such a publicato the way in which it had been han- its headquarters in Washington, which dled. He claimed, in the case of the for a time were in charge of the Buone with which he had been connected, reau of Insular Affairs of the War Deone with which he had been practically partment. Soon after the creation of for that the President had confidence had said he would give me such power, issued. Its publication continued ignored, since their services were called the second Canal Commission, Mr. for only when a quorum was necessary Shonts, chairman of that Commission, for a vote on a proposition. He be- took charge of the office. He, as well lieved that, with a proper personnel, as the other members of the Commisunder intelligent leadership, the work sion, spent most of his time in Washcould be subdivided among the mem- ington, making only occasional visits

results than had been obtained, but When Mr. Shonts resigned, on March this could be hoped for only in case the 4, 1907, Mr. Stevens, who had been apchairman was vested with the direction pointed a member of the Commission of the various subdivisions and with in July, 1906, was appointed chairman, as well as chief engineer; this was the I had not given the matter any first move in the direction of concenthought, for this form of executive con- trating authority. He designated Jotrol had been provided by law, and seph Bucklin Bishop, who was secrethat settled the matter. Still, there tary of the Commission, to act as the could be no question that in any under- head of the Washington office, which taking there must be a directing and action was approved temporarily by controlling head, and this would be ac- the Secretary of War. Mr. Taft precomplianed were the veto power vested ferred to have the office placed again under the Bureau of Insular Affairs, In common with other visitors to the but for various reasons this could not canal, I was strongly impressed by the be accomplished. I desired to have Mr. magnitude of the work, which seemed Bishop on the isthmus. All the members were there and the Secretary

den remained to be seen; there were ganizations I had learned that the Commission there had arisen some fric- bers on the isthmus and six in the though a large number of minor. Much discontent existed in the clertimes when I had a feeling of doubt; members of the working force had been tion between the head of the depart. United States. He had instructed the greatments were investigated, only one ical force because the compensation in until April. 1912, when some of the
but certain it is that we were fortunate given little opportunity for a hearing in ment of law and government and the New York board late the members of of sufficient importance to call for the some departments was greater than in members of the commission found that in falling heir to the organization that case any of them had grievances and chief engineer, due to lack of proper the Isthmian Canal Commission should services of a committee was presented, others for similar services. A scheme their consciences, which apparently

Case of Serious Accident or Illness S

Section of Ancon

Hospital Grounds,

Where Employes

Taken Care of in

of Canal Were

tions and supervision of a committee engineers was given charge of en- could be presented as such cases oc . In view of this order I was instructed curred our authority would be strength- that when Senator Blackburn arrived the Commission who were stationed in Mr. Stevens retired from the service ened materially. If Mr. Bishop lived on the Isthmus he should be assigned at the end of March, 1907, and on April on the Isthmus he would be familiar to duty as "Governor" but designated

dent sending Mr. Bishop down, but conferring it. was to contract for supplies and pur- suggested that should it prove to be One gource of the complaints made chase and inspect them. Officers of the desirable or necessary to exercise it I to Secretary Taft by the labor com-Corps of Engineers had experience in take such action and report the facts mittees of the men in April, 1907, was through the Chief of Engineers inspections could be made by his local ofthough the country, and, furthermore, if to min. In this connection is described that the men were dismissed or disthe men were dismissed or disbert's name followed that of Major
tions could be made by his local ofthe public service is determined by the rules without a hearing. I had agreed
fleers distributed over the country,
and, furthermore, if to min. In this connection is described that the men were dismissed or disbert's name followed that of Major
though the Chief of Engineers inspecthe public service is determined by the rules without a hearing. I had agreed
fleers distributed over the country,
and, furthermore, if to min. In this connection is described that of Major
though the Chief of Engineers inspecthe public service is determined by the rules without a hearing. I had agreed
fleers distributed over the country,
and the country of the countr usually in commercial and manufactur- out complaining.

Isthmus was not primarily to construct Commission could be adjusted on the matter may create friction or annoya canal, but to set an example in gov- ground. ernment to the republics of Central and Subsequent to Mr. Taft's return to the appointment of the engineer mem. House to pay my respects, Mr. Black-South America. Referring to this sub- Washington I made application for the bers of the commission the name of burn had preceded me. The President ject, Mr. Stevens was said to have re- transfer of Mr. Bishop to the isthmus, Major Sibert was placed ahead of began his conversation by expressing marked: "It is a case of the tail wag-

I had a further reason for desiring istence until revived by the Panama

ous article, I suggested that the canal any action of the commission, and in of the United States means of obtainwork be placed under the Chief of En- discussing the matter he expressed the ing accurate and unquestionable inforing failed in this, I realized that Mr. would work more smoothly under the tion, which was approved by the Comfor that the President had confidence had said he would give me such power, issued. Taft expressed doubt about the Presi- might be advisable to Issue an order ways. It supplied a medium for com-

return to Washington and make the do, for the law contained no such pro- file of progress in all sections, doubt that its most important duty stowal of the power to writing, and dredges. such matters, and, furthermore, if to him. In this connection I learned that the men were dismissed or dis-

From the committees of the labor or- Previous to the advent of the new the board into two parts-seven mem- also assigned to Mr. Bishop, and, al- sent to grant. In falling near to the case and that I should to Mr. Bishop's office Giuseppe Gari- was prepared, removing discrepancies had been sleeping for five years or Culebra cut, for no one not thoroughly hearings in all such cases, I was ing impression on the part of the be selected as the president of the com- hald was assigned to investigate com- and making a uniform system of sai- more, required them, under their oath familiar with railroad transportation assured that it would not be possible former that the interests of the rail- plaints and grievances among Spanish, arises. This was objected to by the page 4.)

Greatest Activity

Along Canal Men

The Canal Newspaper.

transferred to the Isthmus, arriving

In the interval that had elapsed since assuming charge I had become convinced that some kind of newspaper was greatly needed in order that information about the various phases of the work might be disseminated among the members of the force, and I discussed the matter with Mr. Bishop as a part of his duties. He proposed the publication of a weekly official paper, under the authority and supervision of the -"Governor"-thus passed out of ex- progress of the work, together with incidents and general developments of in-

Bishop would be much more valuable seven-headed system. I explained to mission, and in September, 1907, the in him was indicated clearly in what and suggested that, while occasion for throughout the construction period. It he said about him at that time. Mr. use of the power might not arise, it served a very useful purpose in many municating all official orders to memsuggested that I write to him after his. This he did not think it advisable to bers of the force, furnished a complete necessary application. In regard to vision but apparently contemplated the aroused a spirit of wholesome rivalry the Washington office, while it served settlement of all questions by majority by publishing the records made by many useful purposes, there was no rule; he preferred not to reduce the be- steam-shovels, concrete plants and

Italian, Greek and other laborers from European countries.

Small Matter That Caused Annoyages. With the commission residing permaon the isthmus, it was deemed advisable to move the force of designing engineers to the isthmus also; this was not regarded favorably by certain out submitting them to a vote. members of the force, resulting in separations from the service, and was nodified to the extent of permitting those in charge of designing the lock-gates to remain in Washington, on the ground that they should have the advantages of and access to machineshops and rolling-mills so that the design of the gates might be made to conform to commercial practice and However, this condition of affairs

Following the example of the prelous commission, an engineering coinmittee was established for the consideration of such engineering matters as might be referred to it, and Majors Gaillard and Sibert and Mr. Rousseau opinion that, notwithstanding the genwere designated as constituting the committee. By naming them in this there should be a single responsible order, I expected that Major Gaillard, as the senior or ranking member, fol-

presence of the Americans on the road on the isthmus and those of the will serve to illustrate how small a All Authority Pinced in Colonel Gorthe announcement of this committee

ance and recommended that the policy out. Major Gaillard. While I noted this gratification at the progress which was lined above relative to the Washington reversal of their rank in the Army, I being made, and after this expressed hief engineer.

Following the suggestions of Mr. of this kind: if this should prove to be Mr. Taft concluded, after examining office be made effective. The outcome paid no attention to it. They were his conviction that from what he had some relative to the Washington reversal of their rank in the Army. I have a suggestion of Mr. of this kind: if this should prove to be Mr. Taft concluded, after examining office be made effective. The outcome paid no attention to it. was that Major H. F. Hodges, of the classmates at West Point and had heard and from the experience already Corps of Engineers, was placed in roomed together there; Major Gaillard gained the commission form of organ-

ently, though a few months earlier this I had concluded that the reversal of to concentrate authority in my hands was not possible, and Mr. Bishop was rank in the order had been uninten- and to hold me responsible for the tional, but Major Galliard spoke to me work. With this in view he desired about it, saying that Major Sibert felt me to draw up an executive order which that by virtue of the order he should should accomplish the purpose. be the senior member of the engineer- I discussed the matter with Richard ing committee. I said I thought that Reid Rogers, the general counsel of the arrangement in the executive or- the commission, who prepared such an der was merely an error in making order. As the Secretary of Was was out the list, but he was sure Major my immediate superior, I submitted it Sibert would bring up the question for to him. The general counsel accomdecision, and if so he had no objection panied me and remarked that it was to stepping aside, for it made no dif- the best he could do without squeezing ference to him.

Sibert, apparently, for when he said that it was not entirely in accord-brought up the subject he assumed ance with law, but, as it had been vised of the work he (Sibert) had done der of the President and see what he in the way of lock and dam construc- thought of it. tion, maintaining that if rank had been taken into account the order and handed it to the President. After would not have been arranged as it was. I did not think it was advisable. so early in the name, to take up the question with Washington, as it might create the impression that friction had already developed, and, as Major Gaillard had volunteered to give way. I arranged the committee in accordance with the order until I could have the question decided.

Subsequent investigation showed that the arrangement of names in the and under its provisions I assumed co order had been fixed by a clerk with. plete control of the work in all its out regard to rank, of which he knew nothing, and the matter was finally the other members of the commission put to rest when the annual message to such duties as I deemed proper, and of the President appeared containing an announcement of the appointment be an executive body. The veto power of the Commission, in which Major Si- was not conferred in terms, but under bert's name followed that of Major the new conditions this was not nec-

should be investigated; that when of The seven-headed Commission sys- force by official order of the chairman As Secretary of War, Mr. Taft was sufficient importance investigation tem worked very smoothly for the and chief engineer. ing centers, in connection with river and harbor work, some economy would result. I, therefore, advocated that an Army engineer be placed in charge of the Washington office, acting under the Chief of Engineers.

As Secretary of War, Mr. Talt was sufficient importance investigation tem worked very smooth. Some time principal stockholder of the Panshould be conducted by a committee first few months, but toward the Fall and Railroad Company, which was composed of three members, one represent the purpose of sorger senting the commission, another the against me for the purpose of sorger when I reached the Isthmus from the Washington office, acting under the Chief of Engineers.

As Secretary of War, Mr. Talt was sufficient importance investigation tem worked very smooth.

As Awakening That Came Too Late. Secretary of War, Mr. Talt was sufficient importance investigation tem worked very smooth.

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As Awakening That Came Too Late. Secretary of the purpose of securious of the commission, another the against me for the purpose of securious operating the commission, another the against me for the purpose of securious operating the commission, another the against me for the purpose of securious operating the commission, another the against me for the purpose of securious operation was composed of three members, one represent the purpose of the Fall and As Awakening That Came Too Late. The purpose of the purpose of the purpose of the purpose of the purpose Chief of Engineers.

Chief of

heads of departments in which the larger salaries were paid.

Tore Point, or West Break. Water in Colon Harbon, About Two Miles in Length, Fifteen Feet Wide at Top, Surface Ten Feet Above Mean Sea

> An anomalous condition existed in the Commission, for three members were in charge of departments which were embraced in the department of construction and engineering, and on all questions submitted to the Commission for action each of these three had a vote which counted equally with that of the chief engineer, who was its As personal feeling and assoclation usually have influence on people's views, especially when, as in this Commission knew little or nothing about engineering, the result of a vote was doubtful. The only method by which an adverse vote on questions of any importance could be avoided was to bring up the doubtful ones toward the end of a session and, when fallure seemed assured, withdraw them with-

This was a situation of affairs which might become intolerable, since members of the Commission could, by combining, or reat any proposed action that was objectionable to them for personal or other recorns, and thus make impossible the execu tion of a uniform and effective policy designed for the sole purpose of exnever arose, due to a change which

eral feeling of wood will which head rather than a head of seven execlowing the usual custom in the army, such views to President Roosevelt, I utives. Whether or not he expressed An incident which occurred soon after do not know, but undoubtedly some one did.

When I reached Washington in Da-In the executive order announcing cember, 1907, and called at the White charge of the Washington office, for had been graduated No. 5 and Major mation could not secure the best re-which duty he could be spared, appar- Sibert No. 7. suits; he then announced his intention

the law too much. It did make a difference to Major Mr. Taft read the order, isughed and that it was no error, but deliberate prepared under the President's direcaction taken by the President, because tion, he drew up a note of transmittal, the President had probably been ad- suggesting that I take it with the or-

> I took the order to the White House reading it he reached for a pen, asking if it was satisfactory to me. I replied affirmatively, but explained that Mr. Taft thought it was not exactly in acdent replied that he would take the chances on the law, adding that he wanted the canal built. He then signed

> the order and passed it over to me. The order was dated January 6, 1988, branches. It left the assignment of the commission ceased thenceforth to essary. Measures governing salaries and kindred questions were not submitted to the commission, but were put in

> upon the chairman-