

### CIVIL SERVICE BY PRESENT CHARTER ROUNDLY SCORED

Sweeping Indictment of System Made by Municipal Expert; Plan Kills Ambition, Destroys Incentive.

(Continued From Page One.)

12,000,000 a year. There are approximately 1000 employees (exclusive of the water department and of all unskilled labor).

**No Basis for Salary Rates.**  
Notwithstanding the large amount of money involved, the large number of employees, and the importance of the work they are assigned to perform, no definite basis has been adopted for determining the rates of salaries which should be paid. Portland's civil service regulation has stopped with the examination of applicants and supervision over discharges. While these two factors are fundamental they will not in themselves develop an efficient service. There is no central control over the rates of salaries to be paid employees, no specification of salary limits within a classification, or a grade or sub-classification, no definite provision for salary increases within a classification, and no regulation establishing like compensation for like service.

"That the city's employees are not paid according to the value of services rendered is evident. Some are paid too much and some not enough. The fact that employees receiving a high salary rate may perform a minimum of work and still continue to receive promotions from year to year is most discouraging to employees who work conscientiously and well, but receive no promotions. It soon destroys their incentive to be efficient, kills their ambition and militates against a good esprit de corps of the entire city service.

**Some Are Underpaid.**  
Any of the city departments may be used for purpose of illustrating the lack of adequate civil service control after appointment. For example, the water department pays \$600 to \$1200 a year more for engineering service than the maximum amount paid for comparable service in the engineering department.

"This situation is partly due to restrictions of the present charter concerning the higher grades of the engineering service in the engineering department, but a like discrepancy in rates of pay is found in the lower grades unaffected by charter restrictions.

"In the water department also there are two clerks doing exactly the same kind of work: one is paid \$85 a month, and the other \$125 per month. Clerks in the office of the auditor and treasurer and various departments doing work of the same general character have entirely different rates of pay. In the engineering department book-keeping is being done by a man employed as a computer. Inspectors, instrument men and others engaged in survey work are paid not on the basis of civil service grades, but on the basis of how much they can get. Portland

can never expect departmental efficiency until employees doing the same kind and quantity of work receive the same compensation for their services and have been examined upon the same subjects.

**No Grade Limits Specified.**  
"This situation has arisen largely on account of the fact that the civil service commission does not specify the grade limits of the positions for which examinations are held and, consequently, can exercise practically no supervision over promotions.

"Even though the grade of chairman is considered inferior to that of instrument man, it is now possible for a chairman to be paid more than an instrument man, without having to take an examination to get into the higher grade. In fact, an inspector in the engineering service may be paid more money than an assistant engineer whose entrance examination requires much more technical knowledge, experience and administrative capacity than that taken by the inspector.

"Equitable control over promotion and salary increases can never be effected until the salary limit of each position is clearly specified prior to the holding of examinations.

**Basic Points Set Forth.**  
"Such classification should be based upon the respective functions of said offices, places and employments and the compensation attached thereto, and shall be arranged so as to permit the grading of offices, places and employments of like character in groups and subdivisions. Section 315 of both charters specifies that the commission shall by its rules provide for promotion in the classified service on the basis of ascertained merit, seniority in service and standing upon examinations, etc.

"Just so long as the present condition exists wherein an employee of an inferior grade may be paid more than an employee of a higher grade, the way will continue open for promotions by political preference and not honest effort.

"Equitable adjustment of salary rates, commonly known as standardization of salaries, recognizes the following points as basic in promoting efficient personal service:

"Indefinite classification of the service according to the character and responsibility of duties.

"Definite determination of grades within each class and allocation to each grade of the duties to be comprehended therein.

"Adoption of titles which shall be standard throughout the service.

"Establishment of a maximum and minimum limitation upon the salary rates of each grade.

"Establishment of a definite scale of salary rates within each grade.

"Administration of the civil service law in Portland relates only to the examination of an employee and regulation of his discharge. The whole question of developing efficiency in the employees retained in office has been entirely neglected.

**Personality and Character Neglected.**  
"There are certain essential factors in qualifying for city service which cannot be brought out by written examinations. Personality and character are primarily

factors of judgment and personal knowledge, and the qualifications of any candidate upon these lines can never be determined by his ability to answer stated questions.

"The almost total lack of supervision over these two essentials for city employees is one of the conspicuous blunders of the present civil service commission.

"Often the statements of applicants as to experience are not investigated by the examiners. In fact, no regular checking up of statements on the application blanks has been inaugurated. Any check which may be made is initiated either upon complaint or suspicion aroused when the application is submitted.

"Investigation of records, however, is only one factor in determining the character of men making application for positions. Too often former employers are willing to recommend to others men that they themselves would not keep.

"Discharge frequently is accompanied by a letter of recommendation. Thus even strict investigation of experience, statements as to accuracy, etc., will not bring out all that is wanted as to the character of the candidate. More attention must be given to interviews with candidates applying for positions involving the exercise of administrative judgment and delegated power by a board of examiners, politically uninterested and nonpartisan.

"We would suggest for serious consideration the plan now in operation in Philadelphia, where the civil service commission, after determining in so far as possible, the fitness of candidates by written examinations, sends those who have qualified to a number of business men to be interviewed by them. The latter then report to the commission their impressions as to character, personality and general fitness.

**Methods Need Revising.**  
"Just what intangible thing it is which goes to make up personality or character nobody knows; but every business man knows that he would never undertake to appoint an executive or semi-executive officer with only a written examination as a basis. No more would he hire a night watchman on such a basis. Why is it, then, that although personality and character are prime requisites for the great majority of civil service employments, particularly the police, that so little attention has been given to these factors in Portland?

"The office methods of the civil service commission are in need of revision. There are no efficiency records. Without such records no control over promotion or intelligent supervision over discharge can be effected. They are a protection both to the subordinate and the executive, and the only basis for the control of promotion without examination.

"This new charter has recognized in the specifications imposed in section 30, which provides that:

"Each department shall keep time reports and cost data and efficiency records of its employees, which shall be made the basis of promotions and increase of salary."

"It is not done at the present time, and its lack places a very serious obstacle in the way of civil service efficiency.

**Are All Charges Recorded?**  
"Charges against civil service employees are not filed, entered in book of records, or ordered in any other manner which permits definite control over each case. It is true that a great many of the carbon copies of charges transmitted to the civil service commission have attached thereto a statement of the disposition of the case.

"However, there are a great many, the disposition of which are not recorded. We would suggest that every letter containing charges against a civil

service employe forwarded to the civil service commission be entered and recorded in such a manner that the initiation of such charges shall upon an account against the particular employe in question to be cleared only by dismissal of the employe or the refutation of the charges against him. No register of such cases is kept and there is no way of telling whether or not those charged on file with the civil service commission are all of the cases brought against delinquent employes."

### BROTHERS GO TO LAW IN DISPUTE OVER \$100

The unique spectacle of two brothers fighting over \$100 which one had loaned the other was seen in Justice Jones' court yesterday, when Thomas Donnelly attempted to recover the money from his brother, James Donnelly, by civil action.

Both of these men are of middle age and apparently well to do. In the complaint filed by Thomas Donnelly it is stated that he lent his brother the money and it should have been paid back to him some time ago. In a counter-claim brought by this brother he states that he gave Thomas room, board and laundry service which was to pay the debt.

After hearing the evidence Justice Jones gave them until May 2 to settle the difficulties between them. If they cannot come to a satisfactory agreement by that time Judge Jones will decide for them.

### WAR SCARE BRINGS BIG PROFITS TO FOUNDERS

(United Press Special Wire.)  
Berlin, April 23.—As a result of good business due to unusual heavy orders attributed to the general fear of war, the German arms and munition factories will declare a 25 per cent dividend at their regular meeting May 7. Last year the "arms concern" as it is known on the Bourse, paid a 25 per cent dividend.

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<p><b>SUGAR</b> 21 pounds Beet .....\$1.00 18 pounds Fruit .....\$1.00 Beet Sugar, Sack .....\$4.80 Fruit Sugar, Sack .....\$5.05 No Stamps on Sugar</p>	<p><b>BUTTER</b> <b>66c Per Roll</b> CORNELIUS CREAMERY Strictly Fresh Every Roll Guaranteed to Please</p>	<p><b>COFFEE</b> That Money Can Buy ROASTED FRESH EVERY DAY <b>Circle-B-Blend, 35c Lb., 3 Lbs. \$1.00</b> This Blend Is Proving a Great Success. Every Pound Guaranteed to Please or Money Back TRY OUR 25c AND 30c COFFEES — THEY ARE GOOD!</p>	<p><b>Bacon LARD</b> FULL PIECE, LB. .... 22c BACON BACKS, LB. .... 21c Sugar Cured and Quality Right</p>

## These Four Stores-Sell at Very Low Prices for Cash-These Four Stores

<p><b>Regular Prices for Every Day</b> 6 lbs. Rolled Oats ..... 25c 5 lbs. Macaroni, bulk ..... 25c 5 lbs. Vermicelli, bulk ..... 25c 5 lbs. Spaghetti, bulk ..... 25c 10 bars Laundry Soap ..... 25c 5-lb. pall Best Lard ..... 75c 3 tins Tomatoes 25c-12 tins 95c 3 tins Corn 25c-12 tins 95c 3 tins String Beans ..... 25c 6 tins Otter Clams ..... 65c 6 tins Otter Cove Oysters ..... 65c 6 tins Barataria Shrimp ..... 65c 6 tins Pimentoes ..... 65c 6 tins Best Sol. Pk. Tomatoes 65c 3 pkgs. Gloss or Cornstarch. 25c 3 tins Carnation Milk ..... 25c 12 tins Carnation Milk ..... 95c 3 lbs. Best Head Rice ..... 25c 4 lbs. Best Jap. Rice ..... 25c Ginger Snaps, lb. .... 10c 3 bottles Blueing or Ammonia 25c 3 bottles Cider Vinegar ..... 25c 3 tins Alaska Pink Salmon. 25c 3 lbs. Rhubarb ..... 10c Cabbage, per pound ..... 2c 3 heads Hothouse Lettuce. 10c 1 sk. Bellamy's Rose Flour 1.30 1 sack Sterling Flour ..... \$1.50 1 sack Leader ..... \$1.25</p>	<p><b>Tillamook Cheese</b> <b>20c lb.—2 lbs. 35c</b> 1 pkg. Quaker Oats ..... 10c 3 bottles Horseradish ..... 25c 3 pkgs. Raisins ..... 25c 2 pkgs. Ralston Bran ..... 25c 2 pks. Golden Rod Oats ..... 25c 1 pkg. Wheat Nuts ..... 25c 1 lb. pkg. Goldenrod Pancake. 25c 9 lb. sack Pancake Flour ..... 30c 1 pkg. Graham Crackers ..... 25c One 50c box Best Chocolates 40c 3 pkgs. Macaroni ..... 25c 3 pkgs. Spaghetti ..... 25c 3 pkgs. Vermicelli ..... 25c 3 pkgs. Noodles ..... 25c 1 lb. G. P. Tea, 80c grade. 40c 1 lb. Eng. B. Tea, 50c grade. 30c 30c bottle Maraschino Cherries 25c Peanut Butter. 10c, 20c, 35c Underwood Deviled Ham— at ..... 15c and 30c 1 tin Best Libby Salmon ..... 20c 1 Crescent Sardines ..... 20c 1 tin Wesson's Cooking Oil ..... 30c 3 tins Avondale Molasses. 25c Sweet Pickles, quart ..... 25c Sweet Pickles, quart ..... 20c German Dill Pickles, dozen. 20c 1 pint Ripe Olives ..... 20c</p>	<p><b>Aster Milk</b> 2 tins 15c 85c dozen. One 35c tin Mushrooms ..... 30c Two 25c tins Mushrooms ..... 45c 1 quart can Log Cabin Syrup 38c Two 15c tins Karo Syrup ..... 25c 3 glasses H. M. Jelly ..... 25c 3 pkgs. Saratoga Chips ..... 25c 3 pkgs. Jello ..... 25c 3 pkgs. Lipton Jello ..... 25c 1 25c bot. Welch's Grape Juice 20c 1 pkg. Sun Flower Salt ..... 5c 1 can Gebhart Chill Con Car. 15c One 35c jar Ripe Olives ..... 30c 1 lb. French Mixed Candy ..... 20c 2 tins Asparagus Tips ..... 25c 1 tin Fancy Asparagus Tips. 25c 3 tins Old Bouillon Cubes. 25c 3 Fresh Cocoanuts ..... 25c 3 pkgs. Chewing Gum ..... 10c 2 bots. Eddy's Salad Mustard 25c 1 tin Swedish Anchovies ..... 25c 1 qt. jar Apple Butter ..... 20c 1 bottle Tomato Catsup ..... 10c 2 tins Underwood's Sardines. 25c 3 40c tins Boneless Sardines. \$1 Pearl Oil—5-gallon tin ..... \$1.00 1 gallon Oil Can ..... 20c 1 gallon Oil ..... 15c 5-gallon Can ..... 65c 5 gallons Coal Oil ..... 60c</p>	<p><b>Snyder's Catsup</b> 20c per bottle. 1 large bottle Salad Oil ..... 35c Postum Cereal ..... 20c Runkle's Cocoa—tin ..... 20c Ghirardelli's Cocoa—tin ..... 20c Lemon Extract, 25c bottle ..... 18c Vanilla Extract, 35c bottle ..... 23c Pepper—10c tins ..... 5c Mustard—10c tins ..... 5c Ailspice—10c tins ..... 5c Nutmeg—15c tins ..... 10c Cinnamon—15c tins ..... 10c Lipton Tea—Best. 35c and 70c 2 tins Table Peaches ..... 25c 2 tins Table Pears ..... 25c 2 tins Table Apricots ..... 25c 2 tins Table Plums—G. G. ..... 25c 2 flat tins Pineapple ..... 25c One 2-lb. tin Pineapple ..... 15c One 40c tin Crab Meat ..... 35c 1 lb. Cream Brick Cheese ..... 25c 1 lb. Imported Swiss Cheese. 35c 2 tins Norway Sardines ..... 25c 3 tins Van Camp's Pork-Beans 25c 15 lbs. Dry Onions ..... 25c 3 lbs. Raisins ..... 25c Six 5c tins Sardines ..... 25c 1 5-lb. tin Crescent B. Powder \$1 1 5-lb. tin Royal B. Powder . \$2 Lemons—per dozen ..... 30c</p>	<p><b>Gold Dust</b> 19c per large package. 6 bars Crystal W. Soap ..... 25c 3 tins Old Dutch Cleanser ..... 25c 1 tin Polly R. Cleanser ..... 5c 2 bars Sapolio ..... 15c Skat or Uned Hand Paste. 10c 1 50c bot. Liquid Veneer ..... 40c 1 sack Potatoes ..... 55c 2 dozen Ranch Eggs ..... 45c 1 jar Chipped Beef ..... 15c 1 gal. tin Tomato Catsup ..... 45c 6-lb. box Gloss Starch ..... 60c 3 rolls Toilet Paper ..... 25c 4 lbs. Small Wax Beans ..... 25c 4 lbs. Bayo Beans ..... 25c 3 lbs. Lima Beans ..... 25c 3 lbs. Lentils ..... 25c 3 lbs. Sago ..... 25c 3 lbs. Tapioca ..... 25c 3 lbs. Fresh Roasted Peanuts 25c 2 big Florida Grapefruit ..... 25c 1 dozen Oranges. 25c to 40c 1 lb. English Walnuts, small 15c 2 lbs. English Walnuts, large 45c 3 lbs. Dry Popcorn ..... 25c</p>
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