

was the hardest proposition before them, and it was the first difficulty they struck. They took up the matter of compensation of employees, but because of lack of control in one body over appropriations of employees in any one department it was so bad that no one really knew where to start, or where it would end.

The efficiency commission then took up the question of compensation. For three years a thorough analysis was made of every position in the city service, a total of 16,000 employees. The duties of every person in the service were studied, regulated, standardized, classified and graded. The duties of positions in Chicago, in other public and private institutions, and in other cities in the country, were studied, and as a result of the entire study of the commission, we were enabled, three years ago, to indicate to the city council that certain salaries were appropriated for a certain character and grade of duty, and inasmuch as those salaries were being paid by other institutions, and were being paid, as it were, as a general average throughout the country, it would be well that they start and appropriate for new positions according to the new salary schedules. The aldermen were rather reluctant at first to see the light, for reasons well known to all of you. Through education and co-operation with the departmental officials, with some of the officials of the city council, and also with the help of the administration, the commission was enabled, however, to install some of the schedules.

Since that time, I am glad to say, that every class of service in the city of Chicago has been treated in the same way. We have uniform salaries and uniform grades for every employee in the civil service; in fact, we have standardized the city of Chicago's employees. That having been accomplished along scientific lines, the rest, then, became merely a mat-

ter of routine and careful observation.

That is just one feature of the work of the efficiency commission of Chicago. Possibly there are gentlemen here who have worked along those lines with us, and who have since gone into other lines, from whom you will hear about this subject. I hope they will indicate the big problems before such a commission. Although the work of standardization, to which I have briefly referred, is one of the greatest importance, and is one of the greatest problems confronting a civil service commission, yet there are many others that I hope will be discussed here today.

Under conditions in the public service, it is difficult to do that which we might do easily in a private service. After you have made a study of certain conditions in a private service, you can immediately set aside half of your office and say, 'Here we will introduce our new standardization, our new system, and at the end we will do away with the rest as soon as we can.' But in a public service you must go slow. Our method was as follows: Heretofore the grades were determined by compensation, and not by duties. Such employees as had any legal status by examinations to positions they were holding were allowed to remain in the positions they were filling, but as vacancies occurred in the grades for which they were receiving a too high compensation—by any of the numerous ways with which you gentlemen are all familiar, death, removal, retirement, resignations, advancements—such vacancies were filled according to the new system. It then became only a question of time how soon the new system would be fully in force. I may say, in passing, that the entire matter regarding compensation resolved itself to this: we found our greatest inequalities were in the lowest and highest graded positions, and