

I reserve for the last two men who did so much to shape two departments which have meant a great deal to the development of this country in comparatively recent years. The first of these was Dr. O. D. Skelton, who was Under-Secretary of State for External Affairs, and the second was Dr. Clifford Clark, Deputy Minister of Finance.

Honourable senators, these were dedicated, self-effacing people who believed, I am sure, with Pope:

For forms of government let fools contest;
Whate'er is best administer'd is best.

Having mentioned many deputy ministers, distinguished men in the public service of this country, I should like also to say there have been thousands of men and women in the public service of this country who perhaps for many years were underpaid. They were dedicated to their work, loyal to their department, and to the branch which they served. They were anxious to do the kind of job a dedicated public servant would want to do. We still have such persons.

I have mentioned the names of a good many distinguished persons, and I am sure honourable senators could mention others just as distinguished. During World War II there was an unusual development in the public service in that many hundreds of people came to Ottawa to work in various wartime departments and agencies. All of these people made a very significant contribution to the work done by the public service of Canada at that time. Many of them served for a dollar a year—in other words, their salaries were paid by their own companies.

Along with regular civil servants they made a real contribution to the work which fell to them in those difficult days.

May I come now briefly to the act itself. As the honourable senator from Cape Breton (Hon. Mr. Macdonald) has said, the last time this act was substantially amended was in 1918. There have been four civil service acts. One was passed in 1868, a year after Confederation, another in 1885, a third in 1908 and a fourth in 1918. Now we have the present proposed act of 1961. In the early days, of course, the great problem confronting Parliament and Government was the system of political patronage which prevailed in the civil service. The purpose of the later acts of 1908 and 1918 was to try to establish the merit system. The act of 1908 went a long way, and it was under that act the Civil Service Commission was established. Incidentally, the act of 1918 was brought in by a coalition government, and perhaps its antecedent conditions indicate why it was brought in by a coalition government. It was a very great step forward in establishing the kind

of public service we now have in Canada. The minister who introduced that act and piloted it through the House of Commons was later the President of the Exchequer Court of Canada, the Honourable A. K. MacLean from Nova Scotia.

In 1957, when Mr. St. Laurent was Prime Minister he decided a review of conditions in the public service was required. However, it was not for him to carry it out. When the present Government was elected in June of that year they proceeded along the same lines as Mr. St. Laurent had proposed, and they asked the then Civil Service Commission to survey the entire field and to report to the Government. That report was made in December 1958, and is called the Heeney Report. I would certainly commend its careful reading to all honourable senators who may not have read it yet. It was done by Mr. Arnold Heeney, the present distinguished Canadian Ambassador in Washington, as Chairman, and Miss Ruth Addison and Mr. Paul Pelletier, members of the Civil Service Commission. It is an ideal kind of report, clear, lucid, and short, with good appendices. It is a good discussion of the problem. I think it would be appropriate to read the second last paragraph of the report, because it is a tribute to the character of the public service of Canada from people who reviewed its operation after forty years. The paragraph says:

Canada has been fortunate in having a good Civil Service over the past several decades. This is due, in large part, to the Civil Service Act of 1918. It is also due to the competence, energy and devotion of the men and women who, during these formative years, have served their country as civil servants.

I would suggest also that honourable senators might be most interested in reading sections 6 to 18 of the report, which give the historical background of the present legislation.

The bill before us, Bill C-71, as the sponsor (Hon. Mr. Macdonald, Cape Breton) has said, is a long bill; it has some 85 sections in it. It was debated at length on second reading and in committee of the whole in the House of Commons; it was also given special attention by a select committee of that house, which met very frequently between March 20 and June 23 of this year. That committee held some 23 sessions, or more, and heard a great many witnesses. May I say something of the kind of evidence which came before that committee. It heard the Minister of Finance. It heard the members of the Civil Service Commission, including its present distinguished chairman, late of the trial division