

which would be afforded by the hope of hastening their promotion. As the maximum of efficiency cannot hasten that event, and only glaring misconduct can retard it, there is a strong temptation to employés to be content with the minimum of exertion. Its effect in keeping men for many years on the lower salaries, insufficient for the proper support of themselves and families, is also found to be injurious to their character and self respect. The evils arising from the introduction of outsiders have also been felt in this branch of the Service.

From all these facts in regard to promotion as at present practiced, it is found to follow that the Service is not attractive to the class of active and intelligent young men who should be obtained for it, nor always able to retain such of that class as do enter. It was stated in evidence that the banks could obtain better men at initiatory salaries of from \$250 to \$300, with prospects of promotion, than the average of those who can be induced to enter the public service at \$400 a year, under the present system.

Generally speaking, political influence has been found to interfere more or less in the working of all branches of the Service, and always with bad effect.

The Committee conclude, from the foregoing considerations, that the condition of the Civil Service has not been, and is not, satisfactory; that many of the most important provisions of the law in respect thereof have been systematically violated; and that that law is, in many particulars, insufficient to secure the highest efficiency of the service. Many valuable suggestions for reforms in the Service were made by the witnesses examined, which will be found in detail in their evidence, and most of which the Committee were able to agree with. Chiefly on the basis of these suggestions, they are prepared to make the following recommendations:—

As a general principle, appointments, promotions, and the whole management of the Service should be separated as far as possible from political considerations. The Service should be looked upon merely as an organization for conducting the public business, and not as a means of rewarding personal political friends. The attempt should be made to render it a *profession* calculated to attract the best ability available, and to afford a due reward for the possession and exercise of first-class business and administrative capacity.

The Committee believe that the following reforms would tend to obtain such results:—

Recommendations for appointments should be in the hands of a Commission composed of gentlemen of highest qualifications, outside the Service.

The selection of employés should consist of two processes: Selection for trial and probation; and no appointment should be confirmed unless both of these ordeals have been satisfactorily passed through by the candidate.

The opportunity of being taken on trial should be offered freely to all applicants of the proper age, who have established their character and soundness of health to the satisfaction of the Commissioners.

All such applicants should be submitted to such an examination as would thoroughly test their possession of ordinary intelligence and education, that is, one considerably more severe than that which is at present theoretically required.

Some means of choosing the number actually required from amongst those who have thus proved their fitness for employment will be necessary. This must be done by personal selection by the Commissioners, or by competition. The former method is open to the risk of favoritism, which it is desired to avoid, and further open to objection on account of the imperfect knowledge the Board would have of the individuals before them. A selection according to standing at this or, preferably, at a subsequent and more severe examination, seems therefore the best practicable course.

The men thus chosen should not be considered as having any claim to permanent employment till they have shown their practical efficiency on actual trial. Their appointment should be conditional on their having earned a favorable report from their superiors in the Department at the end of a certain time.

In regard to competitive selection, the opinion of the witnesses differed. Only