

exerts a greater force than favoritism, nepotism, or political influence. If selected promotion is neglected the private business fails, or falls behind in the competition of the business world. But this cohesive power of private profit is wholly lacking in the public service, and the business of the government is seldom, if ever, carried on in competition with outside business. Again, no corporation, however large, does such important business as the government. The need for a just and effective system is consequently greater than in any private business. Finally, the system of free promotion in the public service has been tried, and is still being tried; and it is a very unfortunate condition, from the point of view of administrative efficiency, which confronts us under it.

(b) **Promotion by Seniority.** This method prevails to a very large degree in the military and naval services, which are, however, at the present time trying to escape from it, and to substitute for it a system of promotion on proved efficiency. It is also to be found in force, to a considerable degree, in the civil service. Seniority has very slight relation to efficiency, and promotion by seniority, while perhaps one step in advance of promotion by political influence, tends to impair the vitality of the service and kill personal initiative. It is only applicable as a means of discrimination among candidates where other qualifications for advancement are equal, and even then the criterion should not be seniority in service, for mere length of service may be an indication of inability to advance, but seniority in grade or position.

(c) **Promotion on Records of Efficiency.** Theoretically, this would seem to provide for a sound method of advancement and it is the system which appeals most strongly to those who have merely a superficial knowledge of conditions in the public service, and argue mainly from the

point of view of experience in private business. As a matter of fact, this system has rarely been found to work satisfactorily in public departments, unless supplemented by a discretion in the appointing officer to depart from the system, and appoint from the outside, or by competitive examination. The element of profit being absent, it is a disagreeable and unprofitable task for the marking officer to discriminate between his subordinates. Again, the marking officer is human, and the mere fact that the record is continuous and entries are made at stated intervals is not sufficient to eliminate the existence of personal preference, favoritism, and outside influence. An efficiency record describes the way in which an employee does the work to which he has been assigned; in its very nature, it must be an imperfect test of ability to perform the duties of a higher grade. We should not for these reasons entirely reject the efficiency record. On the contrary, it can be utilized as a very important element in making promotions if properly conducted. Faithfulness and efficiency in the performance of assigned duty is one important consideration in deciding on advancement to higher duties. In order to make the efficiency records perform their proper function, the system should be standardized and made uniform, and placed entirely under the jurisdiction of the civil service commission. **The marking for efficiency by immediate superior officers should be subject to review by a supervisory board** in order to correct injustice or favoritism, and lastly reviewed by the civil service commission. **The records should be open for inspection by the employees, who should have a right of appeal.** The commission should have the power to enter the departments and establish standards of efficiency for different bureaus and divisions, and whenever the records are incomplete or unsatisfactory should ascertain comparative