

senators is intended to make it possible for the service not only to maintain, but also to extend, those qualities which have so rightly earned that respect.

Honourable senators, if this bill receives second reading I propose to move that it be referred to the Standing Committee on Civil Service Administration.

**Hon. John J. Connolly:** Honourable senators, I am sure we are all indebted to the honourable senator from Cape Breton (Hon. Mr. Macdonald) for the explanation he has given of this very important measure. Before I discuss the bill I would like to place upon *Hansard* a quotation from a lecture given by Lord Campion, a very distinguished public servant in Great Britain for many years. This quotation is taken from a lecture which he gave at the University of London a number of years ago and is published along with other lectures by Lord Campion and other distinguished persons in a volume entitled *Parliament—a Survey*.

**Hon. Mr. Roebuck:** He was Clerk of the House.

**Hon. Mr. Connolly (Ottawa West):** Yes, for many years he was Clerk of the House of Commons. The quotation is as follows:

The widening of the sphere of governmental activity has vastly increased the complexity of legislation as well as its volume. Each of the many branches of social and economic development can only be mastered by specialists. Legislation on any such subject can only be prepared by the competent department, drafted by a government draftsman, and expounded by the responsible minister. Thorough criticism of such measures is beyond the power of the average member; it is generally conducted by one or two front-bench members of the Opposition, with experience of the department concerned, supported by a small group who happened to have business experience or professional training which can be turned to account. The amount of such legislation and the insufficient time for its digestion and examination add to its distracting effect. The same difficulty confronts the house in its efforts to control the administration and expenditure resulting from such measures. In an age of specialization the house suffers from all of the disadvantages of amateurs pitted against professionals.

Honourable senators, I view this measure as one of great importance because of what Lord Campion says in the last sentence I read. The professionals, of course, are the

people in the Civil Service, and the amateurs to whom he refers are the members of Parliament in both houses. The importance of the public service in a democracy cannot be over-estimated. The complex character of the public service, the diversity of its work, the increased amount of public ownership, the development of the welfare state, the general trend of our legislation towards socialization, the technical requirements for national welfare and, indeed, for national survival, the complexity of domestic business and, perhaps, the greater complexity of international problems, all point to the need for a Civil Service of great capacity, training and experience, and one capable of meeting modern demands. To this work the universities have contributed, business has contributed, and so, too, has in-service training of the public service.

It might be of interest, when surveying the problem that this bill presents to us, if I place upon the record a statement as to the composition of the public service of Canada taken from the report of the Civil Service Commission of 1960. As this table is brief, I shall read it. First, the number of employees under the Civil Service Act, which is the act we are now considering, both full-time and part-time, total 130,565. In addition to those who come under the Civil Service Act there are others, including students and assistants, which number 1,388. There are 20,473 salaried employees not under the Civil Service Act in Canada, and 1,440 locally engaged persons abroad, making a grand total of 153,866.

In addition, there are the staffs of the Atomic Energy Control Board, the National Film Board, and the National Research Council, which total 3,147. There are the prevailing rates employees, to whom the honourable sponsor of the bill (Hon. Mr. Macdonald, Cape Breton) has referred, which number 24,172. Ships' officers and crews number 3,038, casuals and others, 13,939, making a total, exclusive of those employed by Crown companies, of 198,162. In the Crown companies there are 146,200 persons employed, making a total civilian public service in Canada of 344,362 as at September 30, 1960. The corresponding figure as indicated by the Dominion Bureau of Statistics pamphlet for April 1961, is almost the same, at 344,540.

But in addition to these public servants on the federal payroll, there are the members of the armed services, which number approximately 120,000 persons. There are the judges, the members of Parliament and the senators, the ministers, the Governor General and the lieutenant governors of the provinces, the field parties of the Department of Mines and