

kind invitation to make whatever suggestions they deemed advisable with respect to that measure. They herewith submit the results of their deliberations, confident in the justice of their claims and in the moderate nature of their representations, confident, too, in your disposition to give them fair and full consideration:

PROMOTIONS.

The Academic Examination.

We feel strongly with regard to what may be called the academic examination prescribed by The Civil Service Act. To expect that men who have been many years out of school and unused to study, and who, in the meantime, have given their time to the work of the Public Service, should go before a Board and submit to a somewhat severe test—for everything, it must be remembered, is comparative—in the technicalities of Grammar, Composition, and other branches of study, is at once unfair and unnecessary; for such an examination is not, in any real sense, an adequate test of their fitness for promotion. Under such a system it is a matter of common knowledge that men officially incompetent and undeserving have been advanced, while honest merit and efficiency plodded along without recognition, but not without a sense of unmerited injustice.

We have considered the whole matter with care, and now beg to recommend:—

Recommendations.

1. That the promotion examination prescribed by Clauses 22, 23, 24, 25, 26, 27, 28 and 29 of the Civil Service Act of 1882 be abolished.
2. That hereafter all promotions shall be made in each Department solely upon the recommendation of the Deputy Minister, and that such promotions shall be based upon merit and seniority, other things being equal.
3. That the Deputy Minister shall prescribe a written examination for all candidates for promotion, such examination to have reference only to duties of office.

1. That the Civil Service Association desires to discourage the exercise of any influence whatever from without the Departments in relation to promotions.

CLASSIFICATION.

Organization of Departments.

The Civil Service Act of 1882 was a measure prepared with considerable care. It was patterned after the Imperial Act, although not following it in all respects. It has obviously served the purpose of producing a highly organized service, and to that extent it should be commended; but twenty-five years of experience has demonstrated that it is not a perfect measure. Among the clauses that might be improved are those in relation to classification, based upon the theoretical organization of Departments. In this regard it has for some years worked injustice to some Civil Servants, and unless a remedy is applied it must continue to do harm in an intensifying degree.

Original Theory.

The organization of Departments in 1882, was based upon the requirements of that time. The staffs were divided, starting from the top, something like this:—3 Chief Clerkships, 6 1st Class Clerkships, 12 2nd Class Clerkships, and 24 3rd Class Clerkships. To each class a minimum and maximum rate of remuneration was fixed. Promotion from one class to another was made largely dependent upon a vacancy arising in the ranks above. For example, not one of the 6 1st Class Clerks could attain to a Chief Clerkship until one of the three in the class above should by reason of death, disability or retirement, disappear from the Civil Service List. The same was true of the classes below.

Results of Experience.

Looked at from the standpoint of a stationary Department, constituted in numbers like the hypothetical case to which allusion has just been made, it will be seen that there was no reasonable hope, if the original organization was adhered to, of all the 24 3rd Class Clerks ever reaching the topmost rank. Indeed, measured by the actuarial expectation of life, some of them would inevitably pass the three score years and ten without enjoying either the rank or the emolument of a 2nd Class Clerk. Thus, the theoretical organization, in fixing a limit to the number of clerkships beyond the elementary grade, would work unintended injustice in a Department having an unchanging number of clerks; but when applied to a rapidly growing Department, the injury it was capable of inflicting became relatively greater. In practice, that is precisely what has in some Departments happened. Take the Post Office Department as an illustration:—In 1882, the permanent staff was made up as follows:

A Striking Case.

Chief Clerks, 7; Technical Officers, 1; 1st Class Clerks, 7; 2nd Class Clerks, 16; Junior 2nd Class Clerks, 35; 3rd Class Clerks, 44; Messengers, 5. Total 115.

To-day there are: Chief Clerks, 10; 1st Class Clerks, 19; 2nd Class Clerks, 42; Junior 2nd Class Clerks, 129; 3rd Class Clerks, 103; Messengers, Packers and Sorters, 26. Total, 329.

Of these, 5 First Class Clerks, 11 2nd Class Clerks, and 47 Junior Second Class Clerks are now at the maximum. Within four years 21 additional Second Class Clerks and 37 Junior Second Class Clerks will also have reached the top of their class.