

the machinery of government has very greatly increased. Within the past quarter-century, government in Canada, as indeed in every modern state, has become very intimately involved in the lives of the people; agencies of government touch almost every phase of our existence from childhood to old age. In this period we have been undergoing the process of change from what the political scientists call the "negative" to the "positive" state - from the conception of an authority set up to prevent disorder to one with positive responsibility for the standards of its citizens. And this process is still going on.

I am not arguing that this process is good, though I do not imagine there are many that would now contend that it is wholly bad. I am simply saying that this development has taken place, is still proceeding; and that it has changed the character of the state. People, to a greater or less degree in all countries have demanded that their governments undertake a wide range of functions and provide a great variety of services which our fathers regarded as the responsibility partly of the individual and partly of Providence. I am speaking not only of the great public programmes in the social sphere - family allowances, old age pensions, health services and the rest. I am thinking as well of the many and immensely varied technical and other services which citizens expect modern governments to provide. These are not nearly so well known to the public generally. They range all the way from weather forecasting to the distribution of films and the operation of radio programmes, and the provision of scientific, commercial and industrial intelligence and advice. Furthermore, governments, nowadays, are expected to relieve and restore the victims of natural disaster as well as to provide measures of assistance to areas depressed by physical and economic causes.

This vast extension of the functions of government has had a direct and cumulative effect upon the Civil Service. Not only has it involved, for obvious reasons, an immense increase in the numbers which governments have had to employ - the Public Service of Canada, for example, is about three times what it was in 1926 - but, more significant, this metamorphosis in the nature of government has increased enormously the importance of the Civil Service and the influence of Civil Servants in the affairs of the nation. In an earlier day, when the responsibilities of government were for the most part limited to the maintenance of order, the administration of justice and the provision of modest defences, we needed nobody much in the state employ except judges and policemen, a few, very few, soldiers and sailors and, of course, a certain number of tax collectors and customs inspectors. Nowadays, there must be at the disposal of the state a very considerable army of functionaries, a large proportion of whom require a high standard of education and training.

Add to this the special and urgent demands of the heavy defence programmes required in the present situation of international tension and you will readily appreciate the proportions of this problem of modern government.

The volume and variety of public business has thus entailed this large increase in the Public Service and has involved the government in the employment of this wide range of experts of every kind. But it has worked a more fundamental change in the position of the civil servant. It has altered his role in the machinery of government and added greatly to his importance and authority.