

fill the position. Under section 19 the head of the department, as in the case of the present law, might at any time after two months reject any person assigned to his department with whom he was not satisfied. Probably the only section that led to any difficulty and to dissatisfaction in the service was section 21, with reference to the appointment of technical or professional and specially qualified officers. This section provided as follows:

If the deputy head reports that the knowledge and ability requisite for the position are wholly or in part professional, technical or otherwise peculiar, the Governor in Council upon the recommendation of the head of the department based on the report in writing of the deputy head, may appoint a person to the position without competitive examination.

That meant that if the deputy minister wanted to promote an employee over the heads of other officials, he could simply say that the officer in question was "otherwise peculiarly" qualified for the position, and the person in line of promotion would not be recognized. I say that was the only objectionable feature of the act of 1908 from the point of view of the Civil Service. Of course, the salary schedules in sections 27, 28 and 29 are obsolete. As showing the sincerity of this act, a number of appointments to inferior positions were made under section 22 without competitive examination. I wish to point out also that the act of 1918 was not the only one that recognized merit in the Civil Service. Section 24 of the act of 1908 provided:

Promotion, other than from the third to the second division, shall be made for merit by the Governor in Council upon the recommendation of the head of the department, based on the report in writing of the deputy head and accompanied by a certificate of qualification by the commission to be given with or without examination, as is determined by the regulations of the commission.

So that promotions were fairly dealt with by that act. With certain modifications as to promotion and very material modifications as to salary schedules, an act similar to this, coupled with the Whitley Councils which the service desires, would come as near to perfection as one could wish in the administration of the Civil Service of Canada.

This act remained in force until 1918, when the government of the day, desirous of bringing the outside service under the administration of the Civil Service Commission, brought down another act, which is called the Civil Service Act, 1918, and which was assented to on the 24th of May, 1918,

[Mr. Chevrier.]

Chapter 12, Statutes of George V. That act is modelled in many respects on the act which it repealed. It brought the outside service under the Civil Service Commission, and prescribed about the same duties. It was a fatal mistake to endeavour to bring in all of the outside service under a system of competitive examinations or demonstrations of skill as the act provides, when a large number of these appointments are not susceptible of competitive examinations or demonstrations of skill. The intention was very good. It was to improve civil service administration, but the method under which it was done missed the point altogether. The act provides that appointments must be made by competitive examination. I shall endeavour to show that there are a large number of appointments which are made under the Civil Service Act of 1918, and as amended later by the act of 1919, which are not susceptible of being made properly by competitive examination or demonstrations of skill, and that therefore there is a want of sincerity, a want of loyalty in the administration of the Civil Service under a law which sets out one thing and does another. Section 9 of the act of 1918 provided for the organization of the Civil Service, and classification was to follow. I have always understood, Mr. Chairman, that organization of a department meant that the minister, or the deputy minister or the Civil Service Commission, would proceed to organize that department, determine what its personnel should consist of, namely, a minister, a deputy minister, an assistant deputy minister, if the work required it, a secretary, an assistant secretary, so many clerks, so many head clerks, so many principal clerks, so many chief stenographers, so many junior stenographers, and so many messengers, and that once the number of employees in those categories that would be necessary to administer the department properly had been determined, and once the nature of the work to be done by them was known, the classification of salaries of these positions could then be proceeded with. I repeat, it was a fatal mistake to proceed with the classification before knowing what the organization of the department should consist of. The Civil Service Commission, whether on its own initiative, or acting under instructions from the administration of the day, proceeded to place the cart before the horse, and to classify the service before determining the organization. As a result, we have the chaotic conditions and