

was no division among the members of our political parties with regard to the desirability of filling positions of public trust by means of competitive tests, what should have been everybody's business seemed to be nobody's business, and it took forty years before a substantial measure of the merit system was placed on the statute-books. We had several Royal Commissions appointed during that period. We had a Royal Commission in 1881, one in 1891, and one in 1908, and in all cases the recommendation was made that appointments to the public service in Canada should be made on the basis of competitive tests. In 1908, during a session of Parliament, some disclosures were made affecting one of the large spending departments of the Government, and a Royal Commission was appointed to investigate and report upon conditions in the public service, and among the recommendations made as the result of the inquiry which followed was one that there should be competitive examinations and an independent Civil Service Commission. It should be stated that prior to the session of Parliament to which I refer, one of the political parties—the party now in power—had made civil service reform one of the main planks of its platform; but before a general election was brought on, the Government of the day, doubtless influenced by the attitude of its political opponents and by the recommendations of the commission which it had appointed, introduced the legislation which I have before me now, and which I intend to explain. The leader of the Opposition of that day, who is now Prime Minister, Sir Robert Borden, speaking in Parliament with reference to the Act introduced by the Government, said that he welcomed the measure as being a step in the right direction but that he regretted to observe that it did not include all branches of the service; and when he asked for an explanation as to why the Government had not extended the scope of the Act to cover all branches of the public service, the Minister of the Crown who had the Bill in charge replied that the Government intended to build up the system by degrees, as was done in England. He thought it would be a mistake to cover all branches at one swoop, and he proposed instead to take in various branches of the outside service from time to time, so that ultimately the whole public service of Canada would be covered by this measure. As I have already stated, this brings me to the year 1908, the year in which the first measure of civil service reform was adopted in Canada. I might say that in very many respects this law follows the language of the regulations governing the civil service in England. It is a measure very similar to the one under which they conduct the examinations there, the exception being that the powers of our commissioners are very much larger and that we have to do with promotions, whereas in England the commission is simply an examining body for admission to the public service.

I may explain that the public service of Canada is divided into the political and permanent service. We have no elective officers as you have in this country. Members of Parliament are the only public servants who are elected by the people. Our political service therefore simply means a seat in Parliament. Judges and all public officers are appointed by the Crown. The permanent Civil Service includes the Inside and the Outside Service. The Inside Service comprises all the executive departments of the Government located at Ottawa, the capital of the Dominion. When the law of which I speak was adopted, the number of employees in the Inside Service was approximately 3,000. The number has increased considerably within the past few years and is to-day, roughly speaking, between 4,500 and 5,000. We have also the