

culty of making both ends meet is forcing trained and experienced employees out of the government service. The report contains tables of technical and skilled workers with their salaries before leaving the service and their initial salaries after entering private employment. Employees receiving \$1,100 in the service received from \$1,500 to \$3,600; others at \$1,200 received from \$1,800 to \$2,700; others at \$1,500 receiving from \$1,800 to \$3,600; one case of a man receiving \$840 who left to take a position at \$1,800; and another case where a \$1,800 position was left for one of \$10,000.

A second reason for the numerous resignations is found in the fact that apart from the immediate increase of salary, employment outside offers better chances of advancement. For 609 scientific, technical, and professional employees who had resigned, data is given in the report showing the rate at which their salaries had increased while within the Government service and after leaving it. The average length of service of these employees in the government was 4 years and 10 months and during that time their average annual increase was \$110, while for an average service outside of 3 years and 8 months their average annual increase amounted to \$430.

COST OF REPLACEMENT OF GOVERNMENT EMPLOYEES

During the years 1918-19, according to an estimate made by the U. S. Civil Service Commission, the "cost of recruiting and certifying new employees amounted to \$1,144,014." This merely brought the candidate to the stage of appointment, allowing nothing for his training in the new position. The superintendent of one scientific department carefully estimated that the cost of each replacement of technical employees was over a thousand dollars. The cost would not be so high, he explained, were it not that owing to the low salaries paid, he could not obtain men having even a moderate amount of experience, so that *all the practical training has to be done at the Government's expense.* From the Library of Congress comes the statement that "the cost of turnover may be estimated on an average as equal to the loss of a year's services — in the case of replacement of exceptionally expert and experienced cataloguers, it is incalculable." The

report points out also that even in the case of unskilled workers, or those doing purely routine work, a loss is involved.

GENERAL EFFECT ON THE SERVICE

What effect have these numerous resignations on the work of the Government? One department reports that it is "forcing absolute disintegration" owing to the impossibility of filling its vacant places. Other departments state that their work, no matter what the need for it may be, must be cut down as their diminished staffs, or their untrained new employees, are unequal to the strain. In 1919 the Merchants' Association of New York instructed its committee on customs service and revenue law to investigate the unsatisfactory character of the customs service, and in January 1920 the committee reported in part as follows:—

Your committee has found that the customs service in all its branches is rapidly tending toward demoralization to such an extent that the business interests of the United States, extending to the smallest community, are today facing to an alarming degree a condition which, in the opinion of your committee, is jeopardizing practically every commercial enterprise.

The remedy for this state of things, the committee thought, lay in "a very substantial increase in the compensation paid to customs officials of all grades and an entire readjustment of the scale of compensation now in force." A similar report and recommendation was made by a number of business organizations with respect to the Patent Office.

Another unfortunate aspect of the situation is pointed out. "The Government service as a career for the specialist is losing its standing, and the men who should be attracted to it, the beginners who should be serving their initiation and preparing to devote the serious work of their lives to its scientific or professional service, are almost unanimously turning their backs upon it, or in some cases entering it with the intention of staying just long enough to receive a training which will make them especially valuable in private employment."

The above statement is, unfortunately, not applicable only to the United States. The situation outlined in the report of the United States Department of Labor has its counterpart in Canada. The many recent resigna-

tions of highly trained specialists in the scientific and economic classes of the Canadian civil service should cause those responsible for the present grading and salary classification most furiously to think. It would be to the interest of the whole country if a questionnaire were issued to the various departments of the government with respect to the resignations within recent years, the reasons for such resignations, the salaries received by late employees at the time of their resignations and the salaries received by them every year since, so far as obtainable. In this way, better than in any other, could the real effect of the re-classification be visualized.

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Workman's Compensation to Federal Employees.

During 1918 the Federal Parliament enacted a law to provide compensation to employees of the Federal Government who are killed or suffer injuries while performing their duties. Under this Act such an employee is entitled to the same compensation as the employee of a person other than His Majesty would receive under similar circumstances according to the law of the province in which the accident occurred. The Statute contains a proviso to the effect that an employee on Government railways must elect between the benefits of the Railway Provident Societies and those of a new law, and unless he had elected to accept compensation under the Federal Act, his dependents could receive no compensation under that Act. In 1919, however, an amendment to the Act provided that election might be made either prior or subsequent to the injury and that dependents of any employee killed since May 24, 1918, who had not elected in favor of the Federal Act, should nevertheless receive compensation under that Act.

Mere organization and combination can never perform the function of the merit incentive.