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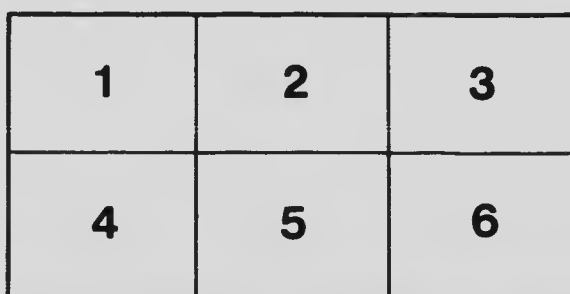
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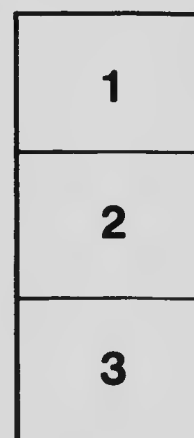
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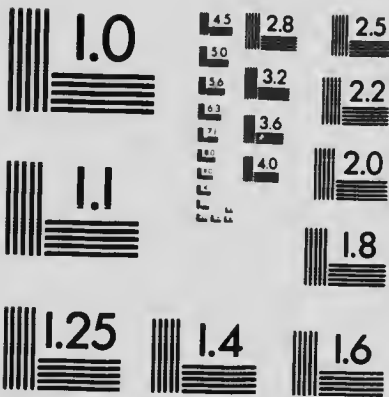
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## Memorial

TO the RT HON. SIR WILFRID LAURIER, G.C.M.G., P.C., &c.  
PRIME MINISTER OF CANADA.

SIR,—In approaching you after a full year's experience of the far-reaching changes introduced into the administration of the Civil Service by the Act of 1908, the Civil Service Association, which at present numbers some 2,300 of the Inside Service, desires to repeat its expression of satisfaction with the general principles underlying the present law. We would like also to express our appreciation of the supplementary measure granting a general increase of salary on account of the enhanced cost of living; this we believe has materially improved the general tone of the Service. There have arisen, however, in the carrying into force of the legislation above mentioned certain developments which require correction in the interests of efficiency, and it is of these that we wish to ask your consideration.

### CLASSIFICATION AND ORGANIZATION.

Under the conditions relating to classification, appointments and promotions, prevailing prior to September 1, 1908, various anomalies in the organization of the Service arose, chief among which was a lack of uniformity, both as between the several Departments and within the Departments themselves, in the classification of offices, and a disproportion, in individual cases, of rank and salary to duties performed. The fact that under the previous law no definitions were attached to the various classes lent itself to this result. Under sections 6 and 7 of the Act of 1908, the transfer of the Service from the old to the new classification was almost entirely automatic. It was thought that the carrying out of section 8, which requires an organization of the several Depart-

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ments by their respective Heads to be made at as early a date as practicable, would correct this situation, in accordance with the assurance given to the Association and repeated in Parliament by the Hon. the Minister of Agriculture on behalf of the Government. Up to the present, however, section 8 has not been so administered, with the result that the anomalies above referred to have been perpetuated without prospect in sight of their being corrected.

Under any circumstances this was attended with hardship to many civil servants whose duties and responsibilities have greatly increased since the classification of their offices was first determined. Certain new conditions, however, directly connected with the enforcement of the Act of 1908, and having particular reference of the broad distinction made therein between the routine and the executive branches of the Service, have involved an additional hardship in individual instances. The Civil Service Regulations, which went into force some months ago, were necessarily framed on the assumption that the existing classification of offices was a just and proper one. These Regulations have imposed on clerks transferred into the Third Division an examination test for promotion which though non-competitive must be substantially equivalent to that imposed for entrance to the Second Division. We believe that the duties of many clerks thus transferred are such that a careful appraisalment would have placed them in the higher Division. As a matter of fact, several of these clerks have, within the past year, been recommended for promotion on precisely these grounds. Nevertheless they are now required to undergo the examination test mentioned above, though no change of duties is involved in their transfer, but only a proper recognition of the importance of those duties. We might add that on drawing the attention of the Civil Service Commissioners to the hardship thus imposed, it was pointed out that the hardship was not the creation of the Regulations but of the fact that a proper organization of offices has not been made prior to the coming into effect of the Regulations. In other cases, more particularly in connection with the transfer of the large number of temporary and outside clerks on September 1, 1908, numerous anomalous situations have been created which urgently require adjustment on a comprehensive scale.

We would therefore respectfully request that the Government take steps at an early date to carry out an organization of the clerks and offices in the Departments on a uniform basis. We suggest that this organization be performed by the Heads of Departments with the Civil Service Commissioners, the Head and Deputy-Head of each Department conferring in turn with the Commissioners, each Head of a Department to act substantially as under section 10, sub section b of the Civil Service Amendment Act of 1908.

Inasmuch as the Civil Service Regulations have now the force of law, we would ask that on the completion of this organization, it be made retroactive in effect, by statute if necessary, in order that all and similar disabilities to those mentioned above be removed.

#### AGE LIMIT FOR ENTRANCE TO SECOND DIVISION.

Under the provisions of the Act of 1908, the age limit for entrance to the service is placed at 35 years. While special concessions with regard to promotions have been made to Third Division clerks whose entrance into the Service took place prior to September 1, 1908, we believe that these concessions ought to have been enlarged so as to permit such clerks to enter for the open competitive examinations for entrance to the Second Division if they wish to do so, without regard to age. Specific instances have occurred where clerks have wished to take these examinations for positions thrown open within the past year; by a ruling of the Department of Justice, however, they have been debarred from competing. The same statement holds with respect to the messengers, who are under a similar prohibition with regard to their entrance to the Divisions. The various objects served by the setting of an age limit have all been fulfilled in the case of these employees and the effect of the law is merely to place a ban upon the highest kind of energy in the way of self-improvement.

#### SUPERANNUATION.

The undersigned have also been commissioned to make known to the Government the wishes of the Civil Service with respect to Superannuation.

In directing the attention of the Government to a matter of such importance we may be allowed to review very briefly the present situation. All members of the Permanent Service who were appointed since the year 1898, including all persons transferred from the Outside to the Inside Service, are now without Superannuation. This large body of persons is subject instead to the Retirement Act. We are from intending any disrespect to the framers of that Act, but we venture the statement that no one can examine the matter closely without becoming convinced that the Retirement Act will never accomplish the objects hoped for from it,—that it can never, in a word, take the place of a Superannuation measure. We will not attempt to demonstrate this, as we think it can be demonstrated, by the use of figures. That has already been done more than once, and particularly for the Royal Commission, whose report contains some careful and convincing calculations bearing upon this point. If the savings bank principle which lies at the root of the Retirement Act be a proper substitute for Superannuation, why, it may be asked, have not our banks adopted it for their staffs?—for they possess unrivalled facilities for practising it within their very walls. And yet every important bank in Canada has its Pension Fund.

And not only have all the important banks their Pension Funds,—to say nothing of the vast majority of civilized governments,—but all the important railways and nearly all large industrial corporations likewise have theirs. During the last few years, at least, seventy-five among the large corporations doing business on this continent have declared for the principle, by establishing superannuation funds of their own. It is an unanswerable inference from these facts, that the corporations in question must consider it good business to maintain superannuation funds; and, as a matter of fact we know that it is not philanthropy that urges them to this course, but an assurance that thus only can the efficiency of their staffs be maintained. All the reasons that prompt private corporations to establish superannuation funds apply with even great force in the case of such a body as the Civil Service. To re-establish Superannuation is not alone to confer a boon upon Civil Servants; it will confer a much greater boon upon the Government in its main-



tenance of efficiency in the largest administrative and executive body in Canada. Parliament has recently passed a law which guards rigorously the efficiency of persons entering the Service; but this excellent requirement will not accomplish the desired end unless the persons who have become wayworn in service can be retired easily, humanely and with a decent regard to the claims of infirmity. All this can be accomplished, it is sincerely believed, only by bringing the whole service within the scope of a Superannuation Act; and, it is upon these broad grounds, rather than upon grounds of selfish interest, that the members of the Service solicit from the Government the fullest consideration of this most important matter.

We would, therefore, respectfully ask for the re-establishment of Superannuation by the enactment at the present session of Parliament of a Bill similar in purport to that recommended by the Royal Commission of 1908, and printed in their report. In preferring this request, we may point out that though it is put forward on behalf of the Inside Service alone, the views above expressed have the entire concurrence of the Civil Service Federation, which is representative of over 5,000 Civil Servants in all branches of the Service.

### INSURANCE.

On grounds very similar in kind to the above, we would ask also for an extension of the benefits of Civil Service Insurance by amending the Act to provide for:—

- (a) Raising the amount of insurance from the present limit of \$2,000 to a maximum of \$5,000;
- (b) Admitting women within the Service to the benefits of the Act;
- (c) Repealing Section 16, which now discriminates in the matter of Insurance against a section of the Service.

### SANITATION.

Intimately determining the quality of the work done by the Service are the conditions of the offices in which the work is carried on. The Government buildings, erected at a time when

the volume of public business was only a fraction of what it is at present, have become inadequate in many ways for their purpose. In the bearing of this upon the health and welfare of the clerks, we beg to invite your attention to the following:

*Office Space.*—Many of the Government offices are overcrowded. In one building there is a single room, 130 feet long and 36 feet wide, containing forty-four men. The desks are so crowded that one cannot pass about without disturbing a fellow officer. Other rooms are still more crowded and the clerks are forced to work at uncomfortable and inconvenient desks.

*Ventilation.*—There is no system of artificial ventilation, in any of the Departmental Buildings. In many the windows do not even lower from the top. The hot air from the registers contains insufficient moisture, and this is, no doubt, the cause of headaches, and other illnesses, the natural consequence of breathing impure air. The rooms are not properly ventilated during the night, as the caretakers have instructions to close all windows shortly after the clerks leave.

*Lighting.*—The system of lighting is defective in several buildings. In some the clerks use electric light all day, and complaints of affected eyesight are numerous.

*Heating.*—This is generally satisfactory, with the exception of the dry air referred to. Owing to the impurity of the air, it is necessary to keep the registers closed in many rooms.

*Cleaning.*—That the charwomen perform their work in a perfunctory manner is a complaint from almost every Department. The sweeping and dusting are very unsatisfactory, particularly the latter. The whole system is urgently in need, not only of improvement, but of a re-organization of control.

*Water-Closet Accommodation.*—This has been in many cases of a most inadequate and insanitary character. Many of the closets are without ventilation, and are badly placed. In some the conditions arising from these and other causes are such as to justify the statement, that they are a nuisance and a menace to health.

In view of the above we would ask the Government to appoint an officer to make a thorough examination into the sanitation of Government buildings, and to report thereon at as early a date as possible. We would undertake to give such officer

our fullest co-operation and assistance and to place at his disposal or at the disposal of the Government, a large amount of statistical and other information relating to sick leave, mortality in the Service and other features bearing on the subject, which we have already collected and which we believe would be valuable in effecting a solution of this very important problem.

### CONCLUSION.

While the above is necessarily couched in terms of complaint, with regard to certain features of present conditions in the Service, we believe that on examination the several specific requests made will be found to be thoroughly reasonable, and that if given effect to they will prove not only of advantage to Civil Servants, but even more so to the Government and the Country.

J. G. RUTHERFORD,  
*President.*

R. H. COATS,  
*Secretary.*

OTTAWA, December 4, 1909.

