

SPECIAL COMMITTEE

APPOINTED TO INQUIRE INTO THE

WORKING OF THE STAFFS OF  
THE INSIDE CIVIL SERVICE

---

MINUTES OF PROCEEDINGS AND EVIDENCE

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OTTAWA  
J. de LABROQUERIE TACHÉ  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1919

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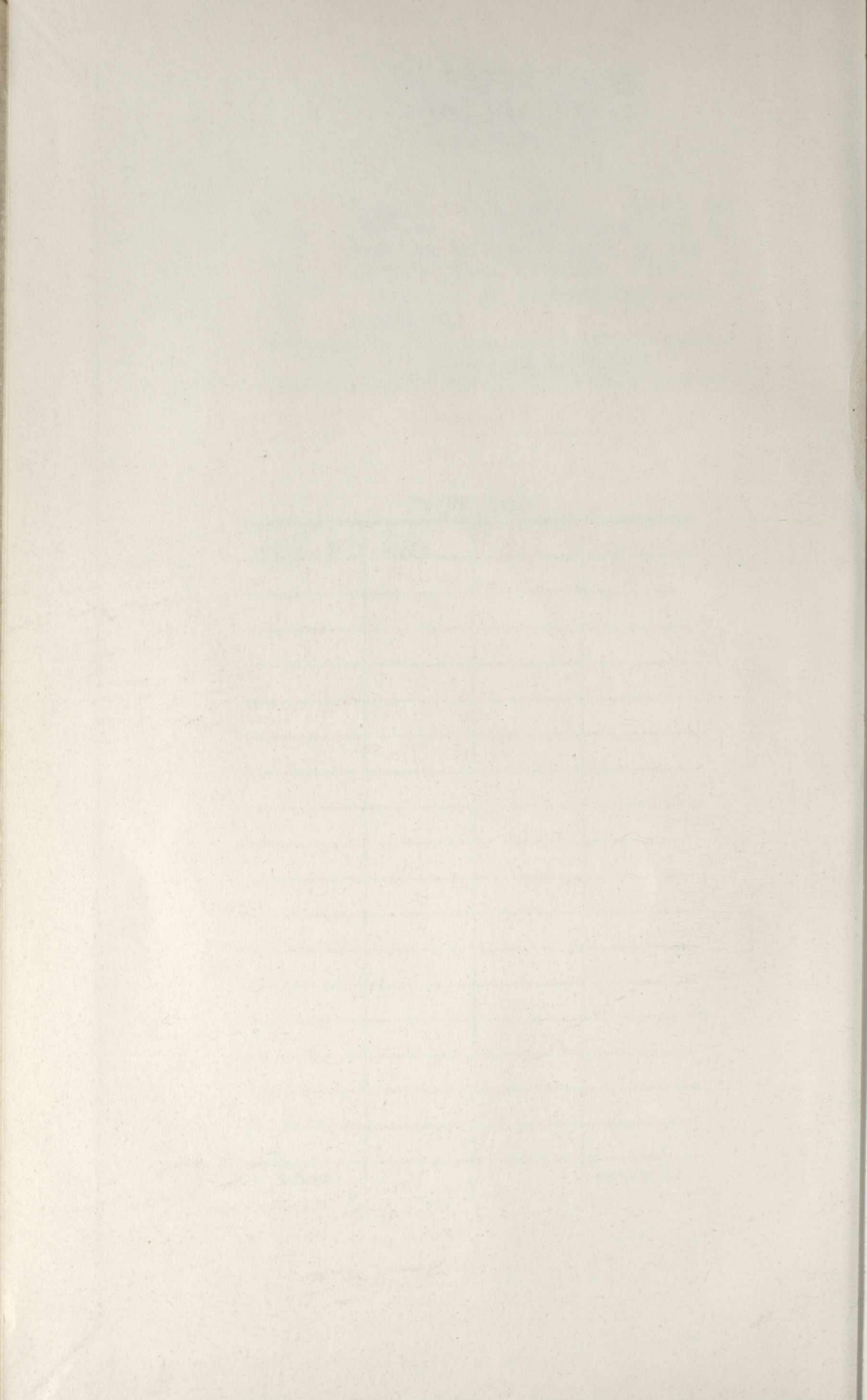
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## ORDER OF REFERENCE.

HOUSE OF COMMONS,  
OTTAWA, April 16, 1919.

*Resolved*, That, in the opinion of this House, a special committee should be appointed during the present session to inquire into and report wherein the Inside Civil Service staffs in the various departments can be reduced and rearranged, with a view to securing the greatest efficiency in the Service with the minimum number of employees, with power to send for persons, papers and records, to examine witnesses under oath, and to report from time to time.

Attest.

W. B. NORTHRUP,  
*Clerk of the House.*

OTTAWA, April 24, 1919.

*Ordered*, That the following members do compose the said Committee, viz: Messrs. Andrews, Archambault, Boys, Charters, Douglas (Cape Breton South and Richmond), Jacobs, Loggie, Long, McCrea, Mowat, Pacaud, Redman, Sinclair (Antigonish and Guysborough), Steele, and Stevens.—15.

Attest.

W. B. NORTHRUP,  
*Clerk of the House.*

TUESDAY, May 21, 1919.

*Ordered*, That the said Committee be given leave to sit while the House is in session.

Attest.

W. B. NORTHRUP,  
*Clerk of the House.*

MONDAY, June 2, 1919.

*Ordered*, That the quorum of the said Committee be reduced to five members.

Attest.

W. B. NORTHRUP,  
*Clerk of the House.*

FRIDAY, June 13, 1919.

*Ordered*, That the said Committee have leave to print, for the use of the Committee, their Proceedings and such evidence as may be taken by them, and that Rule 74 be suspended in reference thereto.

Attest.

W. B. NORTHRUP,  
*Clerk of the House.*

## REPORTS.

## FIRST REPORT.

TUESDAY, May 20, 1919.

The Special Committee appointed to consider the possibility of reducing or rearranging the Staffs of the Inside Civil Service, with a view to securing the greatest efficiency with the minimum number of employees beg leave to present the following as their First Report:—

Your Committee recommend that they be given leave to sit while the House is in session.

All which is respectfully submitted.

M. STEELE,  
*Chairman.*

## SECOND REPORT.

FRIDAY, May 30, 1919.

The Special Committee appointed to consider the possibility of reducing or rearranging the Staffs of the Inside Civil Service, with a view to securing the greatest efficiency with the minimum number of employees, beg leave to present the following as their Second Report:—

Your Committee recommend that their Quorum be reduced to five members.

All which is respectfully submitted.

M. STEELE,  
*Chairman.*

## THIRD REPORT.

THURSDAY, June 12, 1919.

The Special Committee appointed to consider the possibility of reducing or rearranging the Staffs of the Inside Civil Service, with a view to securing the greatest efficiency with the minimum number of employees, beg leave to present the following as their Third Report:—

Your Committee recommend that their Proceedings and such Evidence as may be taken by them, be printed from day to day, for the use of the Committee, and that Rule 74 be suspended in reference thereto.

All which is respectfully submitted.

M. STEELE,  
*Chairman.*

## FOURTH REPORT.

FRIDAY, June 27, 1919.

The Special Committee appointed to consider the possibility of reducing or rearranging the Staffs of the Inside Civil Service, with a view to securing the greatest efficiency with the minimum number of employees, beg leave to present the following as their Fourth Report:—



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Your Committee having had before them the Report of the Civil Service Commission made to the Governor in Council, pursuant to Order in Council dated 17th April, 1918, and having considered that portion thereof relating to the retirement and superannuation of certain officials therein referred to, and having heard evidence upon the question from a number of witnesses called and examined under oath, are of the opinion that such officials, owing to their age or permanent impairment of health, should be retired with a reasonable superannuation allowance, and with that end in view, Your Committee beg to recommend that immediate action be taken to give effect to the said Report so far as the same relates to the officials therein referred to; and further that the necessary steps be taken to add to the list of such officials, for a like purpose, the names of any other employees in the Inside Civil Service, who for similar reasons might, with advantage to the Service, be retired therefrom upon a like superannuation allowance.

All which is respectfully submitted.

M. STEELE,  
Chairman.

FIFTH REPORT.

FRIDAY, July 4, 1919.

The Special Committee appointed to consider the possibility of reducing or rearranging the Staffs of the Inside Civil Service, with a view of securing the greatest efficiency with the minimum number of employees, beg leave to present the following as their Fifth Report:—

Your Committee have held Eighteen meetings, at which twenty-eight witnesses were heard. These included deputy ministers, heads of important branches and officers of the Civil Service organizations.

Lack of time prevented the investigation being as thorough as could be desired, but from the evidence submitted your Committee find:—

1. The overmanning in the Inside Service exists to a considerable degree in many of the Departments.
2. That leave of absence is permitted and practised to an unreasonable extent, as may be readily seen by reference to the reports regarding absence of employees filed with your Committee, abstracts from which follow:—

These statements are for the year 1918.

Department—	Average days absence for each employee.
Agriculture. . . . .	14.4 days
Customs and Inland Revenue. . . . .	9.3 “
Finance. . . . .	10.8 “
Immigration and Colonization. . . . .	14.2 “
Interior. . . . .	20.9 “
Justice. . . . .	9.8 “
Labour. . . . .	6.1 “
Militia and Defence. . . . .	12.6 “
Marine and Fisheries. . . . .	11 “
Naval Service. . . . .	11.2 “
Post Office. . . . .	20.8 “
Public Works. . . . .	9.8 “
Railways and Canals. . . . .	15.4 “
Secretary of State. . . . .	13.7 “
Soldiers' Civil Re-Establishment. . . . .	4 “
Trade and Commerce. . . . .	13.9 “

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Some Branches show a much larger absence list than others, as shown by the following statement:--

Branch	No. of Emp.	Ave. Days Absent.
Natural Resources Branch.. . . . .	52	47.2
Postal Note Division.. . . . .	58	41
Correspondence Registration Branch.. . . . .	43	41
Salary Warrant Division, P.O.. . . . .	36	36.3
Mailing Room, Interior Dept.. . . . .	18	35.1
Money Order Exchange Office.. . . . .	66	34.2
Currency Branch, Finance-Dept.. . . . .	29	32.8
Land Patents, Interior.. . . . .	72	32.2
Secretary's Staff, Public Works Dept.. . . . .	61	30.4
School Lands Branch, Interior.. . . . .	23	27.7
Secretary's Branch, P.O.. . . . .	46	27.3
Money Order Branch, P.O.. . . . .	134	27.3
Deputy Commissioner's Office, Interior.. . . . .	58	25.1
Patent Office.. . . . .	67	21.5
Auditor General's Office.. . . . .	144	10
Timber and Grazing Branch, Interior.. . . . .	33	10.7
Mines.. . . . .	103	9.3
Savings Bank Branch, Post Office.. . . . .	44	9.5
Appraiser's Branch, Customs.. . . . .	43	9.1
Statistical Branch, Customs.. . . . .	108	8.5
External Affairs.. . . . .	77	6.1
Taxation Branch, Finance.. . . . .	78	5.9
Chief Architect's Staff, Public Works.. . . . .	186	4.7

The total days absence for the whole service, not including the temporary employees in the Department of Militia and Defence are 94,633, or an average of 12.7 days.

The above absence is in addition to the three weeks' vacation and all statutory holidays allowed under the Act.

From the above it will be seen that with a few exceptions the average absence is very high. In the Department of Soldiers' Civil Re-Establishment the average is only 4 days. A return from the Canadian National Railways office staff with 885 employees, gives the average days absence for the staff at 3.95 days. The evidence of witnesses indicated that under no ordinary circumstances should the average exceed 5 days per employee per year. Means should be taken by Deputy Ministers and heads of branches to remedy this abuse.

3. That the method of dismissal provided by Section 28 of the Act is too formal and difficult of accomplishment to lead to the results which no doubt were contemplated when the section was adopted, and in consequence the efficiency of the Service is impaired.

4. Statements filed with your Committee and the evidence adduced at the various meetings indicate that over 100 employees are, through increasing years, unable to render efficient service, but in the absence of any provision for superannuation there appears to be no way of retiring them without hardship, having in view the many years of faithful service rendered. In view of this, and from the evidence heard apart altogether from this feature, your Committee recommend that a general scheme of superannuation should be devised and put into operation with as little delay as possible.

APPENDIX No. 6

5. In view of the limited time for prosecuting the inquiry your Committee recommend that a similar Committee be appointed at the next Parliamentary Session to continue the investigation.

In conclusion your committee beg to recommend that their proceedings and the evidence taken by the Committee submitted herewith, be printed as an appendice to the Journals.

All which is respectfully submitted.

M. STEELE, ..  
*Chairman.*



## MINUTES OF PROCEEDINGS.

1.

TUESDAY, April 29, 1919.

The Committee met at 10.30 a.m.

*Present:* Messrs. Andrews, Boys, Charters, Jacobs, Loggie, Long, Mowat, Pacaud, Redman, and Steele.—10.

Mr. Boys moved that Mr. Steele be elected as chairman, which was agreed to.

After discussion as to the method of Procedure, the Chairman suggested that a subcommittee, composed of Mr. Boys, Mr. Mowat, and the Chairman, be appointed to arrange the procedure for the next meeting, which was agreed to.

The Committee adjourned to the call of the Chair.

M. STEELE,  
*Chairman.*

2.

TUESDAY, May 20, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

*Other members present:* Messrs. Andrews, Archambault, Boys, Charters, Douglas (Cape Breton), Loggie, Long, Mowat, Redman, Sinclair (Antigonish), and Stevens.—12.

The Minutes of the last meeting were read and approved.

The Chairman reported that the subcommittee appointed at the last meeting had decided to instruct the Clerk to supply the members of the Committee with the following documents, etc., viz: The Civil Service Act, 1918; the last Report of the Civil Service Commission; Regulations of the Civil Service Commission, and the Civil Service List, 1918; also to obtain from each Department of the Civil Service a statement showing the name, age, sex, salary, occupation, length of service and number of days absent during the past year, exclusive of regular holidays, of each employee in the Inside Service; also a statement of the total number of permanent and temporary employees in each Department, and a statement of the number of married women employed, whose husbands are living, and indicating whether the husband is employed in the Service or elsewhere.

The Clerk reported that in accordance with the above instructions he had procured and distributed the books and papers referred to, and had also written to the Deputy Heads of thirty-two Departments and Commissions asking for the required statements regarding their employees, and that to date eleven such statements had been received and filed.

After discussion as to the method of procedure, Mr. Mowat moved, That Mr. Thomas Mulvey, Under Secretary of State, and Mr. Desbarats, Deputy Minister of Naval Affairs be requested to attend at the next meeting of the Committee and give evidence as to the organization of their respective Departments, which was agreed to.

*Resolved,* That the committee do recommend that they be given leave to sit while the House is in session.

The Committee adjourned till Thursday next, 22nd instant at 11 o'clock, a.m.

M. STEELE,  
*Chairman.*

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3.

THURSDAY, May 22, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

The Minutes of the last meeting were read and approved.

The clerk reported that three further statements had been received from the departments, making fourteen received to date.

Mr. Thomas Mulvey, K.C., Under Secretary of State, was sworn, examined and discharged.

Mr. J. G. Desbarats, Deputy Minister of Naval Affairs, was sworn, examined and discharged.

On motion of Mr. Charters, it was

*Ordered*, That Mr. J. H. Grisdale, Deputy Minister of Agriculture, be requested to attend and give evidence at the next meeting.

The Committee adjourned till Tuesday next, 27th instant, at 11 o'clock, a.m.

M. STEELE,  
Chairman.

4.

TUESDAY, May 27, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

The Minutes of the last meeting were read and approved.

The Clerk reported that seven further statements had been received from the departments, making twenty-one received to date.

Mr. J. H. Grisdale, Deputy Minister of Agriculture, was sworn, examined and discharged from further attendance.

On motion of Mr. Boys, it was

*Ordered*, That Mr. J. B. Hunter, Deputy Minister of Public Works, be notified to attend and give evidence at the next meeting of the committee.

The Committee adjourned till Friday, the 30th instant at 11 o'clock, a.m.

M. STEELE,  
Chairman.

5.

FRIDAY, May 30, 1919.

The Committee met at eleven o'clock a.m., Mr. Steele in the Chair.

*Present*: Messrs. Charters, McCrae, Mowat, Redman, and Stevens—6.

The Minutes of the last meeting were read and approved.

The Clerk reported that four more statements from the departments had been received, making a total to date of 25.

Mr. J. B. Hunter, Deputy Minister of Public Works, was sworn, examined and discharged from further attendance.

On the suggestion of the Chairman it was

*Resolved*, That the Committee recommend that their quorum be reduced to five members.

## APPENDIX No. 6

Mr. Stevens moved, That the committee report a recommendation that provision be made in the Supplementary Estimates for the current year for the retirement of employees of the Inside Service, who have become incapacitated by reason of age, sickness, or who are otherwise inefficient. Debate thereon adjourned.

On motion of Mr. Charters it was

*Ordered*, That Mr. W. W. Cory, Deputy Minister of the Department of the Interior, and Mr. R. C. Desrochers, Secretary of the Department of Public Works, be required to attend as witnesses at the next meeting of the committee.

On motion of Mr. Redman it was

*Ordered*, That Mr. William Foran, Secretary of the Civil Service Commission be required to attend at the next meeting of the committee, and to bring with him the statement, recently prepared by the commission, under instructions received from the Government, setting forth a scheme whereby any employees in the Inside Service, who may at the present time be incapacitated by reason of age or sickness, may be superannuated or retired from the service.

The Committee adjourned till Monday next, June 2, at eleven o'clock, a.m.

M. STEELE,  
Chairman.

6.

MONDAY, June 2, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

*Other members present*: Messrs. Andrews, Boys, Charters, Douglas (Cape Breton), Redman and Stevens.—6.

The Minutes of the last meeting were read and approved.

Mr. R. C. Desrochers, Secretary of the Department of Public Works, was sworn and examined. Witness was required to prepare and produce at the next meeting a statement specifying the employees in his branch who had been absent on account of the epidemic of influenza during the last year, and also a statement showing the number of days of absence of each employee in the branch for the year 1917-18.

Mr. W. W. Cory, Deputy Minister of the Department of the Interior was sworn, examined and discharged.

On motion of Mr. Boys, Mr. Cory was requested to instruct the heads of the following branches to prepare and produce at the next meeting of the Committee, a statement showing the cause of absence in each case in his branch, specially in cases of alleged sickness, and also a similar statement for the year 1917-18, viz: The Dominion Lands Branch, the Lands Patent Branch, and the Mailing Branch.

Mr. William Foran, secretary of the Civil Service Commission, was sworn and examined in part.

As required, the witness produced and read a copy of the Order in Council of April 17, 1918, instructing the Civil Service Commission to prepare a statement of officials in the service, who on account of advanced age, failing health, or lack of experience or ability are not capable of rendering efficient service to the State, and who might therefore be retired, and to recommend the conditions under which each such employee should be so retired.

The Committee adjourned till Thursday next, 5th instant, at 11 o'clock, a.m.

M. STEELE,  
Chairman.

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7.

THURSDAY, June 5, 1919.

The Committee met at eleven o'clock, a.m., Mr. Steele in the chair.

*Other members present:* Messrs. Boys, Charters, Jacobs, Long, McCrea, Mowat, Redman.—8.

The minutes of the last meeting were read and approved.

The chairman reported that in accordance with the recommendation of the committee the quorum had been reduced to five members.

The clerk reported that one departmental statement had been received since the last meeting, leaving six departments not yet heard from.

Mr. Long moved, that the clerk communicate forthwith with the said departments, and require the production of their statements at the next meeting of the committee; and if in any case the statement cannot be so produced, that the proper officer be instructed to attend and explain the cause of the delay, which was agreed to.

The examination of Mr. R. C. Desrochers, secretary of the Department of Public Works was resumed. He produced the special statement regarding the absence of certain employees in his branch called for at the last meeting, which was filed.

Mr. Desrochers' examination was concluded and he was discharged from further attendance.

Mr. H. E. Hume, Deputy Commissioner of Dominion Lands, was sworn and examined. He produced a statement showing the cause of the absence of each employee in his branch, specially in cases of alleged sickness, during the year 1918-19, and also a similar statement for the year 1917-18. Witness was directed to prepare a statement showing the total number of days and hours lost in the branch through absence caused by vacations, sickness or other cause, and deducting the number of such days and hours from the total number of working days and hours in the year (less Sundays and statutory holidays), show the average number of days per year and hours per day that each employee is giving; also a statement of the estimated number of hours of overtime during the same period.

Mr. W. S. Gliddon, First Assistant Controller of Dominion Lands Patents, etc., was sworn, examined and discharged; he produced statements showing cause of absence of each employee in his branch during the year 1918-19, and the year 1917-18.

Mr. C. C. Pelletier, clerk in charge of mailing room, Department of Interior, was sworn, examined and discharged; he produced statements showing cause of absence of each employee in his branch during the past two years.

*Ordered,* That Mr. F. C. T. O'Hara, Deputy Minister of Trade and Commerce, be notified to attend at the next meeting of the committee.

The committee adjourned till to-morrow at 11 o'clock.

M. STEELE,  
*Chairman.*

8.

FRIDAY, June 6, 1919.

The committee met at 11 o'clock, a.m., Mr. Steele in the chair.

*Other members present:* Messrs. Boys, Charters, Long, McCrea, Mowat, Redman—7.

The minutes of the last meeting were read and approved.



## APPENDIX No. 6

The clerk reported that five additional departmental statements had been received since the last meeting, leaving only one yet to be received.

Mr. F. C. T. O'Hara, Deputy Minister of Trade and Commerce, was sworn and examined, and discharged from further attendance.

He was requested to prepare and send in time for the next meeting a statement giving particulars in certain cases of absence on account of alleged sickness.

*Ordered*, That Mr. George F. O'Halloran, Solicitor of Patents and Copyrights, Department of Trade and Commerce, and Mr. R. M. Coulter, Deputy Postmaster General, be notified to attend at the next meeting.

The committee adjourned till Tuesday, June 10, 1919, at 11 o'clock, a.m.

M. STEELE,  
Chairman.

## 9.

TUESDAY, June 10, 1919.

Eleven o'clock, a.m. *Members present*: Messrs. Steele, Charters and Long—3. Owing to lack of quorum there was no business transacted. On the order of the chair:

The committee met at 4.30, p.m., Mr. Steele in the chair.

*Other members present*: Messrs. Charters, Long, Mowat and Stevens—5.

The clerk reported that the last departmental statement, namely, that of the Finance Department, had been received.

Mr. R. M. Coulter, C.M.G., Deputy Postmaster General, was sworn, examined and discharged from further attendance.

Mr. George F. O'Halloran, Solicitor of Patents and Copyrights, was sworn, examined and discharged. He submitted a statement regarding certain cases of absence in the Patent Branch, as required through Mr. O'Hara.

*Ordered*, That Mr. A. W. Throop, Secretary of the Post Office Department; Mr. F. E. S. Grout, Superintendent of the Money Order Branch, and Mr. J. G. Fortier, of the Postal Note Division, be notified to attend and give evidence at the next meeting of the committee.

The committee adjourned till to-morrow afternoon at 4.30 o'clock.

## 10.

THURSDAY, June 12, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

*Other members present*: Messrs. Archambault, Charters, Long, Mowat, and Redman.—6.

The minutes of the last meeting were read and approved.

Mr. A. W. Throop, Secretary of the Post Office Department, was sworn, examined and discharged.

Mr. F. E. S. Grout, Superintendent, Money Order Branch, Post Office Department, was sworn, examined and discharged.

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Mr. J. G. Fortier, Chief Clerk of the Postal Note Branch, Post Office Department, was sworn, examined and discharged.

Mr. Robert Fowler, Superintendent of the Dead Letter Office, was sworn and examined in part.

On motion of Mr. Charters it was

*Resolved*, That the Committee do recommend that their Proceedings and the evidence taken by them be printed from day to day for use of the Committee, and that Rule 74 be suspended in reference thereto.

*Ordered*, That the examination of Mr. Robert Fowler be continued at the next sitting, and that Mr. James White, Assistant to the Chairman of the Commission of Conservation, be notified to attend and give evidence at the same sitting.

The Committee adjourned till to-morrow at 11 o'clock, a.m.

M. STEELE,  
*Chairman.*

11.

FRIDAY, June 13, 1919.

The Committee met at 11 o'clock, a.m., Mr. Steele in the Chair.

*Other members present*: Messrs. Andrews, Charters, Loggie, Long, and Mowat.—6.

The minutes of the last meeting were read and approved.

The examination of Mr. Robert Fowler, Superintendent of the Dead Letter Office, Post Office Department, was resumed and concluded, and he was discharged from further attendance.

Mr. James White, Assistant to the Chairman of the Commission of Conservation was sworn, examined and discharged.

*Ordered*: That Mr. Sidney Smith, Controller of Postal Stores, Post Office Department, and Major Coristine, Commissioner and Secretary of the Board of Pension Commissioners, be notified to attend at the next meeting of the Committee.

The Committee adjourned till Monday next, June 16, 1919.

M. STEELE,  
*Chairman.*

12.

MONDAY, June 16, 1919.

The Committee met at 11 o'clock a.m., Mr. Steele in the Chair.

The minutes of the last meeting were read and approved.

Major Coristine, Commissioner and Acting Secretary, Board of Pension Commissioners, was sworn, examined and discharged.

Major Coristine was requested to send for the information of the Committee a copy of the chart showing the organization of the Commission Board; also copies of forms in regard to pay, and time clock forms, also of the daily, weekly and monthly report, also showing how pay is deducted for absence without leave.

Mr. Sydney Smith, I.S.O., Controller of Postal Stores, was sworn, examined and discharged.

## APPENDIX No. 6

Mr. Smith was asked to send in a statement showing the proportion of leave of absence which was allowed in his Branch without pay.

*Ordered.* That Mr. Robinson, Deputy Minister, Soldiers' Civil Re-establishment, and Mr. Grant, Manager E. J. Daly Co., Ltd., be notified to attend at the next meeting.

The Committee adjourned till to-morrow afternoon at two o'clock.

M. STEELE,  
Chairman.

13.

TUESDAY, June 17, 1919.

The Committee met at 2 o'clock p.m., Mr. Steele in the Chair.

*Other Members present:* Messrs. Charters, Loggie, Long, McCrea, Redman—  
Total, 6.

The minutes of the last meeting were read and approved.

The Chairman reported that Major Coristine, of the Board of Pension Commissioners had filed with the Clerk of the Committee the forms which he had been asked to furnish on the 16th instant.

Mr. F. G. Robinson, Deputy Minister of the Department of Soldiers' Civil Re-establishment was sworn, examined and discharged from further attendance.

The committee adjourned till to-morrow at two o'clock.

M. STEELE,  
Chairman.

14.

WEDNESDAY, June 18, 1919.

The committee met at two o'clock, p.m., Mr. Steele in the Chair.

*Other Members present:* Messrs. Charters, Loggie, Long, McCrea, Redman—  
Total present, 6.

The clerk reported that Mr. Sidney Smith, Controller of Postal Stores, had, as requested on the 16th instant, submitted a statement showing leave of absence in his branch without pay, also a letter suggesting a change in the organization of his branch as regards the Purchasing Agent's section, and which he requested to have inserted in his evidence.

*Ordered.*—That the statement and letter referred to in the preceding paragraph be included, in condensed form, in Mr. Smith's evidence.

Mr. J. C. O'Connor, president, and Mr. E. Lisle, vice-president of the Civil Service Association of Ottawa, and Miss M. Tremblay, president of the Women's Branch of the same association were severally sworn, examined and discharged from further attendance.

A copy of the constitution of the said association was filed with the committee by Mr. O'Connor.

The committee adjourned till 2 o'clock to-morrow.

M. STEELE,  
Chairman.

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15

THURSDAY, June 19, 1919.

The committee met at two o'clock, p.m., Mr. Steele in the Chair.

*Other members present:* Messrs. Boys, Charters, Loggie, Long, Mowat, Redman, Total present, 7.

The minutes of the last meeting were read and approved.

Mr. L. D. Burling, 1st Vice-President of the Civil Service Federation of Canada, was sworn, examined and discharged.

The clerk reported that Mr. F. Grierson, President of the Federation, had been notified to attend but that through illness he was unable to do so to-day, but he submitted a written statement which was laid on the Table.

*Ordered,*—That Mr. Grierson's statement be included in the evidence.

The committee adjourned to the call of the Chair.

M. STEELE,  
*Chairman.*

16.

MONDAY, June, 23, 1919.

The committee met at two o'clock, p.m., Mr. Steele in the Chair.

*Other Members present:* Messrs. Loggie, Long, and Mowat—Total present, 4.

The minutes of the previous meeting were read and approved.

Mr. W. P. Grant, manager for H. J. Daly Co., Limited, Ottawa, was sworn, examined and discharged.

The committee adjourned to the call of the Chair.

M. STEELE,  
*Chairman.*

17.

THURSDAY, June 26, 1919.

The committee met at 2.30 o'clock, p.m., Mr. Steele in the Chair.

The minutes of the last meeting were read and approved.

Mr. Andrew D. Watson, Actuary of the Insurance Department was sworn, examined and discharged.

After discussion.

Mr. Boys moved, seconded by Mr. Long—That the committee do make an interim report, as follows:—

Your committee having had before them the report of the Civil Service Commission made to the Governor in Council, pursuant to Order in Council, dated 17th day of April, 1918, and having considered that portion thereof relating to the retirement and superannuation of certain officials therein referred to, and having heard evidence upon the question from a number of witnesses called and examined under oath, are of the opinion that such officials, owing to their age or permanent impair-

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ment of health, should be retired with a reasonable superannuation allowance, and with that end in view, your committee beg to recommend that immediate action be taken to give effect to the said report so far as the same relates to the officials therein referred to; and further that the necessary steps be taken to add to the list of such officials, for a like purpose, the names of any other employees in the Inside Civil Service, who for similar reasons might, with advantage to the Service be retired therefrom upon a like superannuation allowance.

Motion agreed to.

The committee adjourned to the call of the Chair.

M. STEELE,  
*Chairman.*

18

THURSDAY, July 3, 1919.

The Committee met at 2.30 p.m., Mr. Steele in the Chair.

Other members present: Messrs. Boys, Charters, Loggie, Long, and Mowat.—

Total present, 6.

The Minutes of the last meeting were read and approved.

The Chairman submitted a draft Report for consideration.

After discussion, on motion of Mr. Boys, it was,

*Resolved:* That the said Draft Report be adopted as the Final Report of the Committee. (For this Report see Fifth Report of the Committee, page 5).

*Ordered:* That the said Report, together with the Proceedings of, and the Evidence taken by the Committee, be presented at the next sitting of the House, and that the Committee do recommend that the Proceedings and Evidence be printed as an Appendix to the Journals.

The Committee adjourned *sine die*.

M. STEELE,  
*Chairman.*

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## MINUTES OF EVIDENCE.

THURSDAY, May 22, 1919.

The Committee met at 11 o'clock a.m., Mr. Steele in the Chair.

Mr. THOMAS MULVEY, sworn.

*By the Chairman:*

Q. You are the Under Secretary of State?—A. Yes.

Q. How long have you occupied that position?—A. Ten years on the 1st of June next.

Q. Will you just make to the committee any statement that you are prepared to make with regard to your Department?—A. If I know exactly what the committee wants to be informed upon I can frame my statement to meet it. I can speak generally a great deal about the Department, but I do not know if it would be to the point.

*By Mr. Boys:*

Q. At the outset of the proceedings before the reporter was present you stated that the state of affairs in your department was somewhat chaotic?—A. Yes, that is right.

Q. Would you now state what exists in the department which warrants you in so describing the state of affairs?—A. Yes, that state of affairs has two causes, the war condition for one, which has required a large number of temporary employees, and the fact that we have been waiting for nearly a year for the re-organization which was proposed by the Civil Service Commission. We have several vacancies upon the permanent staff which we have not been able to fill, and when I say we have not been able to fill them I mean that I would not fill them just for the reason that until I knew what the organization is to be it would be unfair to put people in positions and then have the circumstances under which they are to work entirely changed. Then, just to give an instance, I have been endeavouring to establish a branch of the department which will deal with company affairs exclusively for the purpose of organizing and centralizing that kind of work. I applied for a solicitor who had some knowledge of the Companies' Act last August and it is only within two weeks that he has been appointed. He would be accountable for a staff of five or six under him.

Q. He is superintendent of the branch?—A. Exactly, he would be head of that branch. I did not want to appoint the members of that staff until he was appointed because he should have something to say about it. It is a regulation of the Civil Service Commission that those who are appointed permanently shall have six months' probation and the period of probation might actually have passed before the man who is to look after this branch was appointed. That is the condition of affairs that are in existence; because the head of that department is responsible for the work of the clerks under him, he should be, and for that reason I have not asked for the appointment of anyone in that branch. The work has been spread over the department and done here, there and every place. That is the state of disorder I complain of, but it is inevitable at the present time.

Q. But when the difficulties you complain of are removed you can remedy that state of affairs?—A. It can be remedied; if you will lay down the rules we will follow them, we want to know where we are but for the last year we did not know.

Q. Just one minute—prior to last year what rule had you for your guidance? That you haven't had during the last year?—A. In the first place the Minister was directly

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responsible for the appointment of all the staff and now the Minister's responsibility is taken by the Deputy and the Civil Service Commission, that makes a very considerable change.

Q. That is defined now, the responsibility has been defined for a year?—A. Yes.

Q. Well, then why under these definite conditions could you not bring about a satisfactory state of affairs rather than chaotic?—A. Because the organization of the department by the Civil Service Commission was under consideration and had not been disposed of.

Q. You were waiting for that?—A. I was waiting for that; I thought it was the proper thing to do because we have been expecting to have that organization from time to time.

*By the Chairman:*

Q. Will you state to the committee just for our information how many branches you have in your department?—A. It is merely for the purpose of facilitating the work that we have a branch at all. In some branches there are only two or three people, but it is a ready method of dividing things up. There is the correspondence branch; you must remember that the Secretary of State is the official secretary of the Governor General in Council and the most important work of the department is attending to correspondence which arises on official matters. That is the most important branch of the department. Then there is the Registrar General's Branch. The Secretary of State is also the Registrar General of the Government. We have what I can describe better by an ordinary registry office which is perhaps as large a registry office as there is in the Dominion, because we register every commission that issues and every conveyance of land to the Government and every conveyance of land by the Government, excepting the free grant lands of the Interior and of Indian Affairs, which formerly were with the Registrar General's Branch but several years ago were removed. For instance every conveyance including all those of the Railways and Canals and Public Works Departments they are all registered with us. That is the second branch, the Registrars branch.

Then there is a third which we call the Remission Branch which deals with the correspondence with respect to the ticket of leave and capital cases and the remission of sentences generally. There is a great deal of correspondence connected with that and while it is still correspondence and ought to be included in the correspondence branch it is found that it is more convenient to have it segregated from our general correspondence. Then we have the Naturalization Branch. Since the Act of 1914 passed all naturalization certificates are issued by the Secretary of State. Prior to that certificates were issued by the judges and were merely recorded in the Registrar General's Branch. Then we are establishing a new branch to deal with Government matters alone. That may take some work from the Correspondence Branch and some also from the Registrar General's Branch. Then there is the Accountant's Branch, I think that completes the branches.

Q. There is the branch for parliamentary returns?—A. Yes, we had that branch established for the purpose of taking care of correspondence and one thing or another of that kind, so that there would be somebody in the department who would be held responsible for these parliamentary returns.

Q. What about the War Charges Branch?—A. That is a temporary branch which was established a year ago last January to deal with matters arising under the War Charges Act. It is hard to say how permanent that may be. The War Charges will last long after the declaration of peace, in fact so long as there are indigent returned soldiers or their dependents to look after. Referring to war work we also have the Censors Branch, the Chief of the Board of Censors is under the Secretary of State and his office is administered by the State Department.

Q. Then each branch is in charge of the head of the branch?—A. Yes.

Q. Are the salaries uniform?—A. No. You see the clerks who are in charge of these departments grew up in the department and they took charge of them at various

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times and their salaries are really that of their position or their length of service in the department rather than the work which they are at. There are, for instance, two men who are in charge of office branches one of whom was appointed at the salary of \$2,100, and the accountant who has just retired was at a salary of \$3,500. The Assistant Deputy Registrar General who was just retired was getting I think \$3,500 and his successor was just recently appointed at \$2,800, so that the salaries are not uniform.

*By Mr. Redman:*

Q. Would you say you were overmanned in any of your departments?—A. No, we are not. We are undermanned. It is necessary now to appoint at least three or four more to the Department. In the last year five of the staff have been superannuated and their places have not been filled.

Q. You have arrangements in your branch for superannuation?—A. Well, these all happen to be under the Superannuation Act, which was partially abolished in 1898. They were all clerks who were there prior to that time. There was the assistant deputy registrar general, the accountant, and three junior clerks who were superannuated during the past year.

*By the Chairman:*

Q. You state that your department is undermanned?—A. Yes.

Q. Why do you think it is undermanned?—A. I will give you one instance. I have been in that department about ten years, and I can say fairly that I have not had a holiday in that ten years, and I think that is enough to show that it is undermanned. When I go away for a week or ten days I get the office mail every day. I think the method of organization in this department is equal to that of any department, because there is no one who should not be able to go away or be ill if they want to, and have affairs go on just as they should.

*By Mr. Charters:*

Q. What organization have you? Do the sub-heads of the department consult with you as to the conduct of the work?—A. Oh yes. They do not consult together, but they consult with me all the time.

Q. You do not have meetings of the different heads?—A. We have no formal meetings, but from time to time when a change of methods in the department is up for consideration we discuss them all together.

Q. You do not have meetings of the whole staff?—A. No, we do not, not of the whole staff. It would be quite unnecessary, but when a subject is up for a change in the methods of the department, we do not have formal meetings, but I see everyone who is in any way interested in that discussion. That is as far as it goes.

Q. Is the sub-head responsible for the direction of the work in his department?—A. Practically speaking, yes, but I am in constant touch with all of them. You see it is a small department. I know what is going on in every branch of the department all the time.

*By the Chairman:*

Q. You exercise a close supervision over all the branches?—A. We are all there together. I know what is going on in every branch of the department all the time. It is quite close under my supervision, but, for instance, what particular girl is to do this kind of thing or the other kind, I do not interfere with. That is done by whoever may be the head of the branch.

*By Mr. Boys:*

Q. I have no doubt you have plenty to do, judging from what you have said about your holidays, but as to the staff in general, are you able to say whether there is sufficient work in your department, as a general thing, to keep the various stenographers

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and clerks reasonably employed during the working hours of the day?—A. Oh, yes, I have a most excellent staff who do their work satisfactorily and conscientiously, and they are engaged all the time.

Q. I am not suggesting for one moment that they are not working satisfactorily and that they are not capable, but I want to find out if there is really work in your department to keep them all going, not perhaps at fever heat, but reasonably?—A. That is exactly so. I would not undertake to say that everyone of them is engaged every moment from nine till five. Take company work, during the last two or three months we have had well on to a hundred charters issued. Next month we may have forty, but we require to have a staff to look after a hundred, and it may be that at a certain period work gets slack.

Q. You have got to have staff enough for the rush hours?—A. Yes, we have to carry the peak load.

Q. What you say is that at the moment you are undermanned. You think you will have to fill all the vacancies to properly equip your staff, or do you imagine you can avoid that?—A. Well, now, that is a thing that will have to work out itself. As the work comes to an end we will be able to absorb a considerable number of the temporary staff into the permanent staff of the department. We would rather do that, because as a matter of fact every person we get in, every typewriter, we have to train them into our methods. Those who have been on temporarily for the last two or three years have had that training and will serve us far better than any others we would take on.

Q. Dealing with what you said about the correspondence branch, I do not know that I am exactly familiar with the details of the change, but I was given to understand that formerly, where all correspondence between the department and the Foreign Office had to pass through your branch—?—A. Oh, no.

Q. That is no longer necessary?—A. No.

Q. You correspond directly now, do you not?—A. No, the State Department has not for ten years had anything to do with that kind of correspondence. It is dealt with by the Department of External Affairs.

Q. Then the change that was brought about by Sir Robert Borden in that connection does not affect the work of your department?—A. Not at all.

Q. I thought probably it would.—A. The official correspondence that is dealt with by the State Department is more with the provinces. The State Department is the official channel between the Dominion and Provincial Governments.

Q. Let me give you an illustration. I remember last year in the Public Accounts Committee we were dealing with an item that had to do with an ice-breaker, sold to Russia.—A. Yes.

Q. And I recall that the correspondence there was with the Marine Department and that it would not pass through, if I remember correctly, the Secretary of State's Department.—A. External Affairs. It would be with the Department of External Affairs, but not by the State Department.

Q. Not by your department?—A. Not at all.

Q. Supposing you wanted a stenographer, is there a set starting salary for that stenographer in each department, or how is that?—A. Well, it is the Civil Service Commission that fixes the salaries altogether. We requisition the Civil Service Commission for a stenographer, and we describe the kind of work we want done by that person, and they assign us a person and fix the salary. That is right, is it not?

Mr. M. J. BIRDWHISTLE: Yes. There are different subdivisions and grades, and minimum and maximum salaries.

WITNESS: There is a minimum and maximum, and it depends on the requirements we want. If we require a stenographer to take first-class dictation in a first-class way, we have to pay more than we pay to one who is merely to do typing work. It is the Civil Service Commission that fixes these salaries. We do not.

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*By Mr. Charters:*

Q. As to promotion and increases?—A. The question of promotions and increases is in a difficult position. My practice has been this: First of all, they get statutory increases year by year, fifty or a hundred dollars as the case may be, and our practice is that if their work is satisfactory and they get to the maximum of their class, that they immediately get promotion to the higher class.

*By the Chairman:*

Q. What do you mean by the higher class? A higher salary?—A. Yes. It puts them into a position so that they can go on getting the fifty dollars increase.

Q. They retain the same position?—A. Yes; they have to be qualified to some extent, because the Civil Service Commission exercises some supervision over it. A promotion from the Third Division to the Second Division under the old classification required an examination. We could not do that. But a promotion from say 3B to 3A, that is the promotion to which I refer, or from 2B to 2A—these are made without examination, and in the same way from the second division to the first division. Promotion from the second division to the first division is subject to this qualification, the Civil Service Commission issues a certificate indicating that the person has some additional duties to perform. That is to say, the first division is supposed to be made up of clerks having more responsibility than those in the second division. But it has happened on several occasions since the classification in 1908 that many of them had duties which were then performed by clerks belonging to a higher class, and when they reached the maximum class, I recommended their promotion right away. I have two or three cases in mind, the Librarian, and the head of the Remission Branch.

*By Mr. Boys:*

Q. That promotion does not involve an increase in salary; it merely entitles them to the continued increase year by year at the annual rate of increase provided for in that particular class?—A. Those in the second division run up to \$1,600, and when they reach the first division they begin at \$2,100, and are entitled to an annual increase of \$100, until they reach the maximum of \$2,800.

*By Mr. Charters:*

Q. They are eligible for promotion to the head of a branch?—A. Yes, it is usual to impose further responsibility and duties when they get into the higher division. But in some cases they have not been properly classed in the first place, and they perform duties which entitle them to promotion at any rate.

*By Mr. Mowat:*

Q. I would like to know your experience with regard to getting clerks from the Civil Service Commission. Is it quickly done, or have you any trouble?—A. The only case where we had to wait was in the appointment of a solicitor which was made only two weeks ago. The application for filling the position was made last July or August, and eighty applications were considered for that position. I do not complain about the delay.

Q. I mean with regard to stenographers?—A. We have no trouble at all.

Q. There is one other thing; a Minister of the Crown said a short time ago that he had a number of old people on his staff, that they could not live without getting a salary, and yet they were of no use, and he did not want to turn them off. We want to know how we can help that condition of affairs. It may be that we will have to consider the question of superannuation.—A. I quite agree with that.

Q. Have you any such in your department?—A. Yes, we have. I would rather not give the names, but you will find that that is a condition in every Department of the Service.

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*By Mr. Boys:*

Q. What would your idea be as to a remedy that would take care of that situation?—A. It is a pretty hard thing to answer. Some of these men have been in the Service for thirty, forty or forty-five years, and it would be almost like a death warrant to superannuate them. I would not do it. It is not the mere fact of the change in salary; it is the change in their method of life more than anything else. They come to the office every morning, and they do their work satisfactorily, mind you, the clerks I have in mind. It could be done more efficiently by younger men, but they do their work efficiently enough. It is generally the fact that a person up in years, like those referred to, gets out of the ordinary run of life when superannuated, and does not live long, and that is why I say it would be almost a death warrant to superannuate them.

Q. I gather that you think it would be better to continue existing things than to superannuate those elderly people?—A. It is a condition of affairs that will right itself.

Q. But others will be coming on and increasing in years.—A. These are all men getting up in years who cannot live long.

*By Mr. Mowat:*

Q. They were all there in 1897. I have heard of a man being appointed to the Civil Service at 68; that was recently. That man would have very few years of usefulness ahead of him.—A. There are no cases of that kind in the State Department. As a matter of fact, there are five who have been superannuated during the past year. They requested superannuation in every case.

*By Mr. Boys:*

Q. Pressing you on that point, I do not see how you can think that the matter will right itself. It will right itself in regard to the five or six gentlemen in your department; but five years from now, will there not also be five or six old people on the staff?—A. That won't happen in the State Department, because when I came in ten years ago the condition of things I found was this: there were two classes of clerks in the department, those well up in years, and the rest all youngsters. One difficulty I have is to get clerks who will train up to the responsibility of the important positions, because they are too young at the time. There is only one to whom this discussion applies now, and he is up in years and has been in bad health for some time.

*By the Chairman:*

Q. As a matter of fact, you have rather a limited number of old men in your department?—A. Yes, now.

*By Mr. Boys:*

Q. Apart from your own department, as a Deputy having the welfare of the service at heart, what would be your idea of the question of superannuation generally? Do you say it would be better to let them simply go on because of the effect it might have on their lives if they were asked to resign, or do you think it would be better to superannuate them, to treat them fairly that way and get younger men of more energy and efficiency in their places?—A. It is a very hard question to answer. If the department were run on a business basis, I would not hesitate a moment in giving an answer.

Q. Why should it not be run on a business basis?—A. You cannot do it. All you can do is to approximate to business methods.

Q. Suppose you were given an absolutely free hand, the same as the manager of a company, you would want to run it on a business basis?—A. I could.

Q. Under the system, Deputies are not placed in the same position as a manager in regard to administration?—A. I do not know how under the Civil Service Act you are going to work it, but I think they are in a freer position than they were before. I do not want to reflect upon any Minister or any party, but it is an undoubted fact that

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members of the staff who were appointed by ministers for their own political purpose were not qualified for the positions they were put in.

Q. I have heard that, and the Deputies had to submit to it?—A. Yes.

*By the Chairman:*

Q. What other obstacles would you feel free to enumerate in regard to running your department on a business basis?—A. I believe that the Civil Service Act, as now framed, is going to enable us to approximate, to a very great extent, to running it on a business basis. I will give you another reason. We will take the case of a younger man who comes into the department and works conscientiously and faithfully, and he is there thirty-five years, say. That man has no superannuation, or anything, and you cannot very well turn him adrift. A business concern would do that, but I do not think that a government should do it.

*By Mr. Boys:*

Q. I do not agree with you about the practice of business concerns. I am of the opinion that a great many business concerns when the man is not able to fill the duties required of him do not turn him out. What I am just trying to find out is whether the superannuation idea is the right idea to remedy the trouble or to let it go on rather than as in the case of a man of seventy keeping him sitting at his desk when he has nothing to do and as a result he dies a few years sooner than he would otherwise?—A. There are certain elements of that nature, but I think it was a great mistake when the Superannuation Act was abolished in 1898. There is no doubt there were abuses under the Act but the Act in the main was a proper Act and should not have been dealt with in the way it was. As a matter of fact I have very little experience in the old Superannuation Act, but as it has been run for a considerable time past I believe that it is a matter of profit for the Government. That is to say that the service is putting in year after year a percentage of the salaries of those who die in the service and who get nothing out of the fund; it is a very few who do retire and get superannuation.

*By Mr. Redman:*

Q. And you save their salaries while they are getting superannuation?—A. Yes.

*By the Chairman:*

Q. You spoke sometime ago about rush times?—A. Yes.

Q. Supposing one of your branches requires an extra clerk for some extra work, what is the procedure?—A. We just rearrange things in the department.

Q. Suppose you cannot do that, supposing you required an extra employee?—A. We get a temporary employee, we have had to do that.

Q. The request comes from the Chief of the Branch?—A. That requisition is sent to the Civil Service Commission for a temporary employee.

Q. The request comes from the head of the branch to you and goes through you to the Civil Service Commission?—A. Yes.

Q. When the rush of work is over what happens to the employee?—A. They all go. As a matter of fact we have had very few cases where temporary clerks have been let out since the war began.

Q. But that is the procedure?—A. Yes, that is the procedure.

Q. Those clerks now are not in the branch waiting for his rush work?—A. You see before the war that worked automatically. The temporary employee who was taken on could only be on for six months, but the temporary work might not run for the whole six months; as a matter of fact we kept him on for six months, and except it was required for a substantial length of time we did not ask for temporary help. For instance, during the session, when we had to deal with a lot of returns we usually

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got on one or two temporary employees for that time and they went as soon as the six months were up. Since the war times we could not lay down any rule because we have had such a rush of work and have had difficulty at times in keeping up with it.

Q. What about overtime work in the department, I mean in your particular branch?—A. I do not allow it as a matter of fact. I do not think it should be done. If the clerks can't do their work in office hours we should get further assistance. Of course I have reference to what you may call fairly permanent overtime; I have had my staff working till 11 or 12 o'clock at night time and time again, but that would be only to help us over these few days.

Q. Are they paid extra for that overtime?—A. No.

*By Mr. Redman:*

Q. Doubtless you sometimes get inefficient?—A. Yes, quite frequently.

Q. What do you do under those circumstances?—A. We get rid of them as well as we can; sometimes we have to suffer with them for a while. I am trying to recall particular instances where that has happened.

Q. What is the general procedure with regard to inefficient?—A. We have had several, I recall now, we have simply told the Civil Service Commission that the services were not satisfactory and asked them to take them away.

Q. And they have taken them away?—A. Yes.

*By Mr. Mowat:*

Q. What about the girl that cannot spell and who does not take pains?—A. We get rid of them.

*By Mr. Redman:*

Q. You have no power to dismiss them yourselves?—A. We have, and it is the only safeguard we have, the right to reject them within six months.

Q. You have a probationary period?—A. Six months; if we keep them on after that time we cannot get rid of them, but we can do it before the six months expires by simply saying they are not satisfactory.

Q. That is they have the right of appeal to go before the Civil Service Commission to find out as to the facts?—A. Exactly.

*By Mr. Charters:*

Q. Are many of the temporary employees made permanent?—A. No, before the war very few at all, since the war we have had on such a large number of temporaries and we have had a number leaving the staff permanently and we have filled up the vacancies by selection from those whom we took on temporarily. I could not give you the percentage, we have a few, but I cannot tell you offhand what relation they bear to the total number.

*By Mr. Boys:*

Q. Speaking about the peak load has every department a large staff capable of taking care of that situation? If so of necessity there must be a large number of clerks who would not be steadily employed.—A. Well, as to the underlying principle you are quite right but, for instance, in our own department we have several branches and I do not know, I cannot recall at the present moment of any case that when we had a rush in one we had not a slackness in the other and moved them over.

Q. You move them from one branch to another?—A. Exactly.

Q. What was in my mind was whether with 30 different departments would there be any objection to having what might be called a relieving staff it might be called upon by any department when the necessity arose?—A. I think it is an excellent idea; I know of no reason at all why it should not be done.

Q. I have known of many cases in connection with shell work and other industries where they had a system which they had worked out to meet emergencies. They had

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what they called a relieving staff, the members of which were not on the regular staff, but one establishment kept a force of 30, 40 or 50 girls ready to be called upon at any moment to relieve members of the regular staff. It struck me that there might be a relieving staff in connection with the Civil Service which could be called upon by any department and, in that way, do away with the necessity of keeping a sufficient number of employees in each department to take care of the peak load?—A. That might be worked out satisfactorily. But take at the present time; the company returns are coming in now and we are overwhelmed with them, they should all be dealt with, of course, immediately and should be acknowledged and so on but we can spread them out over a couple of weeks and that will be soon enough to deal with them. There are methods of dealing with such a situation as it comes up but nevertheless I think the idea you suggest can be well worked out. You see it will assist in this way: When we have a rush of work and have to get temporary employees on we usually get those who have no experience or qualifications and there is so much trouble in teaching them in groups that what we have to do in that way has perhaps taken double the time in which the work could have been done by the department. But if you had a staff such as you propose, with fairly good training, to come in, their assistance would be very great. It would be better than taking on temporary employees.

*By Mr. Redman:*

Q. There is a tradition, whether well founded or not, in the country that Governmental Departments are rather slower in handling affairs than ordinary commercial institutions?—A. I do not know about any other department in that respect except my own, but it is my instruction to the whole staff that everything has to be dealt with promptly and in a business like way, and run on a business basis. That is what we are trying to do.

*By Mr. Boys:*

Q. If there is any concern that turns out charters with greater facility and satisfaction than your Department, I have yet to run across it. That has been my experience.—A. Well, it has been just as prompt in any other department.

Q. It is very different from the work in other departments.—A. That is undoubtedly so, but there are often times in the company end of it when we cannot act so promptly, there are difficulties that arise, and I often have a file on my desk a week thinking about it before I deal with it at all.

Q. One of the troubles I experience is this: that in a department, before you can get anything accomplished, the particular matter has to pass through the hands of four different officials, the last one being the deputy. Would it be possible to have the affairs of the country run by giving some man, say the Superintendent, jurisdiction to deal with some matter, and then have it o.k'd by him and passed on to some one else, and then to the Deputy?—The cause of the delay is that these papers will stay in a particular office for a week or two, and then a week or two in the next office?—A. I have no doubt you will find dilatory work in some branches and offices of the Government. You cannot help that. I can only speak from my own knowledge.

Q. You do not find any delay in the company's end of it?—A. I can say you will not find it in any branch of the State Department. It is my instructions, which I endeavour to follow, that things are dealt with in a business way throughout.

*By the Chairman:*

Q. In looking over this statement of your Department I notice one column giving the days' absence of the employees. Without mentioning any names I notice one employee is absent 7 months, another 62 days, another 29, another 19, another 56, another 52, and 27, etc. Probably no one explanation will apply to all the cases, but what is the general rule regarding leave of absence?—A. Take the man who was away 7 months—I will not mention his name at all—he underwent a very serious operation, and at the

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present time he has been in the Department 34 years. If he came and asked for it, he would be entitled to a year's leave of absence with pay.

Q. What is the general rule for leave of absence regarding sickness?—A. I cannot answer that. It is contained in the Civil Service Commission regulations.

Q. I do not mean the regulations, but in your department, what rule do you follow? If a man is ill he gets leave of absence until he is well, on pay?—A. He has to furnish a doctor's certificate, and that does not follow. The rules which are laid down in the Civil Service regulations are precisely followed in the department. Now that is all I can say.

Q. Could you say that many of these cases are cases of absence from sickness? Some are specified as sickness and others are not?—A. Unless they are specified for some other purpose, I think in every case it is for sickness.

Q. You notice this case; absent 62 days, 9 days on illness?—A. Yes. Mr. Birdwhistle, the Accountant of the Department, can answer precisely with respect to each of these. I cannot. I think I can give the explanation of that. The note here is that she is 9 days absent on account of influenza. She was 62 days absent, and my recollection is that the majority of that was on account of ill health due to other causes than influenza. She is not in good health, and she is absent a great deal on account of illness, although she is a most excellent typist. Here is another one who had an attack of illness and was absent 32 days.

Q. Here is a young lady 26 years old drawing \$730 a year, in the service two and one half years, absent 56 days, 18 days additional.—A. But she was not paid for this. They are not paid for these days they are absent like that.

Q. That is the temporary staff?—A. No, they are not paid.

Q. Or the permanent staff?—A. There is a difference in the regulation which I cannot point out to you, but a temporary employee I think was paid for three weeks illness during the year, and if it goes beyond that they are not paid. Now the members of the permanent staff are treated differently.

Mr. BIRDWHISTLE: They receive some compassionate allowance.

WITNESS: All I can say is that we follow the Civil Service regulations precisely.

*By Mr. Charters:*

Q. In case of such absence is the work not being done by the remaining members of the staff?—A. Yes, in all cases.

Q. You do not put on additional hands?—A. No, we do not. You see it may be that during the summer time, when there are often five or six or more away on statutory leave, we have perhaps one or two temporary clerks appointed to assist in the completion of all the work, but that is all.

Q. In that case of sickness to which you have referred, the work was carried on by the remaining members of the staff?—A. Yes.

*By the Chairman:*

Q. The main point is, is there any unnecessary absence? There is no exception taken to a person being absent when ill but are you troubled with employees absenting themselves when there may be doubt as to whether they are really ill or not?—A. I can say that I have often had suspicion of that, but I never found a case in the Department.

Q. You have not had confessions?—A. Not only that; I have made inquiries, but I have never been able to find any. Of course, what often happens is this: A number of clerks go away Christmas and Easter and other times like that, and they often beg for a day extra. If they perform their duties satisfactorily I let them take it without any question, because I have always taken the ground that when you treat clerks with a little consideration you get a little better work out of them.

[Mr. Thomas Mulvey.]



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Q. What surprises me is that we find in certain branches—I will not refer specially to your Department—almost every employee in the branch will have been off during the year on account of illness?—A. Yes.

Q. It would seem as though in a good many branches a great many employees are rather delicate in their health.—A. You see you are dealing with the past year, when there has been a good deal of illness, and I do not think this past year should be taken as typical.

Q. Of course, this statement specifies those who were absent on account of influenza.—A. Yes, I quite agree that influenza would cause much absence, not only on account of the sickness, but also on account of subsequent illness. This happens; illness in the family is often taken as a ground for leave. For instance, a man cannot be so faithful an attendant to the office when his wife is seriously ill as he would otherwise be; and it often happens that young girls in the Department, when their mother is ill have to stay at home and do household duties. Things like that have to be taken into consideration.

*By Mr. Charters:*

Q. Do you have any trouble with the members of your staff in reporting in the mornings?—A. We have very little trouble in that respect. They sign the book at nine o'clock. Their names are all beneath the line, those who come in after nine o'clock, and I have to get a personal explanation from each of them when they are late every day.

Q. You have not much cause of complaint?—A. Very little.

*By Mr. Redman:*

Q. They are docked if they are late, are they not? I know some other Departments dock them of a few days pay if they are absent five times in a month?—A. I have not had much trouble, except with one or two. It is a matter of giving them a talking to, to get them into shape. A lot of young girls go out dancing in the evenings, and sometimes they do not get in in time in the mornings, but that is about the extent of it.

*By Mr. Sinclair:*

Q. Have you in your Department any married women whose husbands are working in some other Departments?—A. Some time ago I said none, but I have since learned that there is one. She is on temporarily in the Press Censors Department. I did not discover until about ten days ago that she was married, but her husband is not in the service.

*By Mr. Boys:*

Q. Her husband is not in the Service? Mr. Sinclair referred to married women whose husbands are also in the Service?—A. We have none in the Department. There is only one married woman at the present time, and her husband is not in the Service. A few months ago, we had one woman who was married while in the Service and her husband went overseas; but she has retired from the service as soon as her husband returned.

Mr. Boys: There is no reason in the world why a married woman should not be in the Service. We are referring to married women whose husbands are also in the Service.

*By Mr. Redman:*

Q. How many returned soldiers have you in your Department now?—A. About four or five; I cannot tell you exactly at the moment but it is in the neighborhood of four or five. There are eleven members of the staff who went to the front. One died of influenza after he returned. There are about five now that are being carried on the pay-roll who are still away.

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Q. Have you any unmarried men who have been taken on since the war broke out, and who are not returned soldiers?—A. It would require a little investigation to answer that question, but I think I can say this, that since the war began no unmarried young man has been taken on unless he was held to be medically unfit. We have not taken on any excepting those, and I think there is only one that that applies to.

Mr. GEORGE J. DESBARATS, sworn.

*By the Chairman:*

Q. What is your position?—A. Deputy Minister of the Naval Service.

Q. How long have you been in that service?—A. I have been Deputy Minister of Naval Service since it was organized; I organized the Department in 1910.

Q. What position did you occupy before that?—A. I was Deputy Minister of the Department of Marine and Fisheries. I have been in the Government service more or less since 1879.

Q. Can you make a statement to the Committee regarding the organization of your Department enumerating the number of branches, and stating the supervision which you exercise as Deputy over the business of the various branches?—A. The Department practically is two separate Departments. There is the Department of Naval Service, and there is the Fisheries, which are really a totally different administration.

Q. Who has charge of the Fisheries?—A. I have.

*By Mr. Redman:*

Q. The Fisheries are not in the Department of Marine and Fisheries?—A. No, they are in the Department of Naval Service which seems an anomaly. I think they were transferred largely on personal grounds, because, while I was Deputy of Marine and Fisheries I was well acquainted with them, and it was found convenient to transfer them; so that the Department divides itself roughly at first into two large groups, the Naval group, and the Fisheries group. Each of these is divided into main branches. In the Naval Department proper, we have, besides the naval organization which comprises all the war organization, the enlisted men, the warships flying the White Ensign, and all the Departmental work connected with that part. It also embraces a certain number of technical administrations. It embraces the hydrographic survey, which has charge of the survey of the waters of Canada and the making of charts for navigation purposes; also the tidal survey which makes surveys of the tides and issues tide cables for the use of navigators; the wireless service, which superintends the operation of all wireless activities in Canada, which operates a system of wireless telegraphs up the Pacific coast, and from Hudson to the Pas, and superintends a system of Government wireless stations from the head of the Great Lakes to the Atlantic Ocean, which stations are not operated directly by the Department, but under contract by the Marconi Company. It also issues all the licenses to new operators or any shipping conduct examinations for the issue of these licenses, and the inspection of all ships coming into Canadian waters.

*By the Chairman:*

Q. You can tell us the number of branches in the Department?—A. There is the Fishery Protection Branch which covers the vessels engaged in the International Fishery Protection work and the Life Saving service which administers a number of life saving stations along the coasts of Canada and gives rewards to men and ships doing the life-saving at sea. That covers the Naval Service. In the Fisheries the Department is divided up into several branches, the license and inspection branch which looks after the fishery regulations, the Fish Hatcheries and the Statistical and Inspection branch. These are the main branches and each is subdivided for administration purposes.

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Q. Each branch is under the supervision of the head of the branch?—A. Each branch has a head of the branch who has a number of employees under him. In the inside service we also have a correspondence branch which handles the correspondence work for all the different branches.

Q. Under the head of the branch what divisions are there?—A. Varying very much with every branch. Practically every one of our branches has an outside service.

Q. We do not want anything about the outside, but only the inside service?—A. Under the head of the branch would come, depending upon the importance of the branch—if you are treating of the inside service only I could give you some other information. We have a large Purchasing and Stores Branch for the purchase of the supplies for the fleets and the overseas services which stores them and delivers them not only to our own service but also to a number of other services of the Government and largely to the Imperial ships visiting our ports and during the war this was a very large service. We have a correspondence branch which handles the general correspondence of the department and we have stenographers for the service generally. That is, that the stenographers of the department are not in a general way allotted to the special officers but there is a bureau in which these stenographers and typewriters are at work, so that you get away from the noise of the typewriters in the head office and it is done to spread the work among all these classes. A stenographer is not attached to one particular office, and when the stenographer is not occupied all day with the officer whose work he generally does, he is assigned to anyone else who requires his services, and in that way a far better efficiency is attained.

Q. Who is the next officer under the head of the branch?—A. Depending upon the size of the branch, there would be an assistant in most of the branches.

Q. Under him?—A. Under the head of the branch, and then there are subdivisions of the branch, according to the organization.

Q. Each officer in charge of any particular branch is responsible for the work done by his organization?—A. As you get down the scale the responsibility is very much less and the degree of responsibility is less. In large branches there is a large degree of responsibility.

Q. What supervision do you as deputy exercise over the general organization as far as the work is concerned?—A. My supervision is exercised in a general way. There is the head of the branch, the chief of the branch reports to me on his activities and submits all his proposals for work for approval.

Q. His methods of doing work?—A. His methods of doing work, his organization, his need for more employees, the changes that have to be made, the various activities that are authorized are all submitted to me for approval and the branch has to carry out the details.

Q. I have reference especially to the office work and the departmental work; how does the head of the branch supervise the methods of work carried on in his branch? Is he solely in control of that, and does he confer with you as to the best methods adopted in dealing with the work which is brought in the branch?—A. As to methods he would confer with me; as to any change any advisable method which should be brought in, any further subdivision of his branch he has the carrying out of it. I would not interfere unless there were some cause. But in every case the chief of the branch would carry out his work.

Q. In the methods employed in business offices there is no doubt there has been a great change in the methods pursued in carrying on the work in the last 20 years; has your department kept up-to-date in these methods?—A. Our department being a comparatively new department has been organized upon very up-to-date methods. When I had to organize the department, I had the advantage of starting fresh, it was under the Civil Service Commission, and the men appointed through the Civil Service Commission, the Minister took no hand in the appointment and as a result we have a very well balanced staff and an efficient staff. On the Naval end it is practically a staff of young men.

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Q. How many employees have you?—A. We have here in Ottawa about 300 employees just now.

Q. Both temporary and permanent?—A. Both temporary and permanent.

Q. How many temporary?—A. On the 12th of March we had 364 in Ottawa of whom 230 were temporary and 134 permanent. During the war our organization was very much larger than that. Since the 11th of December we have dropped a couple of hundred temporaries.

Q. How do you eliminate the temporaries—how do you get rid of them?—A. We tell them their services are no longer required, and we notify the Commission that we are dropping them.

*By Mr. Douglas:*

Q. You spoke about a Purchasing Branch what relation does that branch bear to the War Purchasing Commission?—A. The War Purchasing Commission do auditing work, they never do any purchasing work for us. Our purchasing department is, I think I may say, a fairly well organized branch and a very efficient one, and while we had to do all the work through the War Purchasing Board they did absolutely no purchasing. It would be easy for me to give some information of the method that we follow.

Q. Perhaps the members of the committee would like to hear it?—A. When any goods or articles are required the requisition is made in one of the branches, probably and possibly for regular naval supplies to Ottawa and a requisition is sent in. Tenders are then requested and the Purchasing Commission is informed that they have been called for. The tenders come in and a clerk comes down from the Purchasing Commission and opens the tenders with one of our officers; the tenders are classified, divided up and examined in our department and the samples which had been submitted may be analysed if necessary, and examined by the technical officer. And a decision is reached as to the tenders which should be accepted; that is approved by the Deputy Minister, and in the case of large purchases by the Minister, it goes to the Purchasing Commission for issue and approval. They do not do any of the actual work, but they ratify or approve it or may disprove of it. Practically they approve of it.

*By Mr. Boys:*

Q. You have very few elderly clerks in several branches of your Department?—

A. We have quite a number in the Fisheries Department, which is an old branch.

Q. I do not see anyone over sixty-seven, and only one of that age, and one 65.—

A. You are looking only at the Inside Service.

Q. All our remarks are in regard to the Inside Service?—A. We have very few.

Q. Would you venture an opinion on the question of superannuation?—A. I think the service is in great need of it.

Q. Do you think it better when a man reaches a certain age, whatever you consider proper, that he should be superannuated for the reasons which Mr. Mulvey gave?—A. Yes. I do not quite agree with Mr. Mulvey, and perhaps the best way would be to give you some examples. At the present moment we have an employee who is not in the Inside Service—he is in the Outside Service—who served for many years. About eight years ago he was incapable of doing his work. He could not be dismissed. It meant putting him on the street. He was given a nominal employment. He was blocking the position. You could not appoint another man to it. He was given a nominal employment.

Q. At the same salary of course?—A. No, in this case, it was a smaller salary, and since that time he has been drawing the small salary and doing nothing, and living quite happily. He is being employed under false pretenses, I may say. He is given a nominal employment.

Q. Your idea would be that you could treat them fairly in that way, and get greater efficiency, and save money for the country?—A. Greater efficiency, and greater

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encouragement in the service. It is a most discouraging thing for a man to have to do the work of a superior officer, an old man who is above him, who has the title of the position, who is supposed to do the work, and who is drawing the salary, for the young man under him to be doing the work with no prospect of getting that position and no credit for the work he is doing. It is a most discouraging position in the service.

Q. It is not putting it too strongly to say that you unhesitatingly favour superannuation?—A. Absolutely, but I would qualify it with a pension system. That is, that I would give the superannuation not only to the man who has failed in health and who has been all these years in the service, but I would provide in some way for his dependents. I think I would make it wider than the individual.

*By the Chairman:*

Q. From your knowledge of your own Department do you think that is necessary? Are the conditions in your Department such as to require the getting rid of a number of old employees?—A. The Department would certainly be benefited by the superannuation or the replacing of a certain number. As half of my Department is new, I have practically no men in that half but on the other side there are men who could be replaced.

*By Mr. Boys:*

Q. Do you require all the staff you have got to do the work?—A. We are very badly undermanned at the present time. During the rush of the war our work was increasing all the time, and we could not get the staff to keep pace with it. The staff was working after hours to a very large extent.

Q. I suppose naturally in your department the war affected you very greatly?—A. Yes.

Q. And in the Public Works Department it would be the reverse?—A. Yes.

Q. I was very much struck with what you said as to your system of utilizing a stenographer. You apparently have a relieving staff?—A. Well, it would have the same effect.

Q. Only it would be a relieving staff within the Department rather than a relieving staff for the whole service?—A. Yes.

Q. You think operating the way you do will lead to efficiency and keep your clerks employed?—A. Undoubtedly.

Q. It would be preferable to have a relieving staff on which any department could call?—A. You can do both, but what happened if a stenographer is attached to one particular officer? That officer may be very busy for days and then for one or two days never dictate a letter, and the stenographer will sit with her hands crossed before her and will do nothing, whereas if she is in one room with a large number of stenographers she will not be allowed to do that.

Q. I absolutely concur in what you state, and I think it is a wise way of utilizing the help, but I was trying to get you to say if you think the idea we are discussing could be worked out satisfactorily that way, as distinguished from a relieving staff for the whole service?—A. I think the two have a different object. The staff as we have it arranged takes care of the regular work, and while there may be a little less pressure in one branch one day there is a little extra pressure in the other branch. That is regular work. From time to time there is great pressure, a large amount of work comes in and temporary help is necessary. Then we get that temporary help in. It is a regular thing. From time to time we have to do that. We get that temporary help in, and it is, as a rule, not very efficient, because the efficient help is employed permanently, and the floating help which is available at any time, is not very efficient. The staff which would be a relieving staff might be of advantage in that way, but there would be this drawback, that if any employee felt that he was being employed in the Department so long during a rush and so soon as that rush was over, he could go back

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to the relieving staff and sit down and do nothing, there might be an incentive not to stay in that department very long, but to go back on the relieving staff where he could sit around. There might be a drawback to that.

Q. Don't you have the same thing in the department if you keep the department staff sufficiently manned to take care of the peak load? There must surely be many hours of each week-end where some of these girls would have to sit around and do nothing?—A. We do not do that. We have got our nose to the grindstone.

Q. We will have to wait for one or two of the other departments to deal with that?—A. Yes.

*By the Chairman:*

Q. All the precautions are taken to avoid idling in the Department?—A. That must necessarily depend on the chiefs of the various branches, and they are fairly active.

Q. But without going into that the work comes into your office, and practically all the work goes to the Deputy, does it not?—A. Oh, no. The Department is so large that there is a large amount of correspondence and work which may never get to him.

Q. The general work isn't distributed through any one channel?—A. Yes, all the correspondence. The correspondence comes in in the morning—

Q. I mean the work for the Department—not the correspondence?—A. The correspondence means the work. Reports from outside offices lead to most of the work in our department. The correspondence from outside parties or the correspondence report from branches come into the office, two clerks attend an hour before the Department opens and open all the correspondence, and distribute it roughly into groups. It is then distributed, put on the file to which it refers, and handed over to the various branches for action. If the action is of a routine nature, it is taken care of by that branch.

Q. Suppose to-day there is a great deal of correspondence requiring work at a certain branch, and very little at another branch what is likely to be the result in that branch to which very little work has been assigned?—A. Well, the work may not come in to-day, it may have come in yesterday, and there is a large amount of work going through the branch continually.

Q. So that you find as a rule each branch has sufficient work to keep them occupied?—A. Yes, they have always work ahead of them.

Q. I notice in looking over your list, a good deal of leave of absence which is not specified as being due to sickness.—A. It is practically all sick-leave. There is very little special leave given in the Department. Any leave of that kind is frowned on, and there is very little of it.

Q. I think we require some medical assistance in some of these Departments then. It seems rather remarkable. For instance, here on this page I find that only one out of fourteen was on duty without leave of absence.—A. Which branch?

Q. The Records Branch.—A. We had a very bad epidemic of influenza last fall, and an Order in Council was passed giving leave of absence to all employees who were afflicted with influenza. If an employee got a medical certificate that he or she was suffering from influenza, leave of absence was granted. Up to last fall leave of absence was in the hands of the Deputy, and little was given. Since that time, it has been under the rules of the Civil Service Commission, and that leads to a few more requests for special leave, because under those rules, a certain amount of special leave may be given. There is very little of it given. There must be a good reason, and it must be for a very few days.

Q. Under the present regulations I understand that an employee can be absent six days without a doctor's certificate. Do you think that that is taken advantage of?—A. No, if there is any doubt, we ask for a certificate. You can always tell. If an employee is working overtime, as a great many of them do in our Department regularly, and is absent for a day, it is not unreasonable to grant it.

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Q. Do you have reports made as to the number who work overtime.—A. No. In some branches during the war we had a regular system of reporting all overtime, and there was a very large amount of it. In the Accountants Branch during the war they were working until six o'clock every day and on three days in the week up to eleven o'clock.

Q. Do your reports show which employees are working overtime, and which are not?—A. No, it runs by branches, and it was evened up. If one was on overtime one day, the next one had to be on overtime the next day.

Q. Does that not work injustice to the employee who does not wish to give overtime, to the willing servant?—A. It was not a case of being willing; it was a case of having to. It was divided up, and each one had to take his turn.

*By Mr. Charters:*

Q. You do not pay for overtime?—A. No, and that has been a cause of complaint in branches where overtime had to be worked.

*By the Chairman:*

Q. I have been told that it frequently occurs that in a branch there may be two or three rather unwilling employees not anxious to work. That of course, necessitates that other employees will be doing part of their work. Have any matters of that kind been brought to your attention in your Department?—A. Oh, yes, we drop them.

Q. How do you drop them?—A. We have such a large proportion of temporary employees; it has occurred largely amongst them.

Q. Suppose they are permanent employees?—A. That is a more difficult case to deal with, if he is an old permanent employee. If he is a new permanent employee who is not doing his work, there is no difficulty in dropping him, if we notify the Commission that they are not satisfactory, and that we do not wish to keep them.

Q. Does that mean he is dismissed from the service?—A. Yes.

Q. Or is he simply transferred to some other branch.—A. He is dismissed. I have frequently had cases where a man did not get along in one branch, and we have transferred him to another branch. It may be that he was not getting along with his chief. There may be some reasons, and before dropping a man who has been with us for some time, we would give him one or two chances. If he did not make good, he had to go. I had one case this year which was a fairly bad one, a man who had been six or seven years in the department. He was not doing his work, he was not useful, and while it was quite a struggle, we got rid of him. When you get rid of a man in a Department in that way, it wakes up the whole Department. If a man knows he runs the chance of being dismissed, he is not going to slur his work.

*By Mr. Redman:*

Q. In running over the lists relating to the number of days of illness, I find that the average illness is greater than it would be in an ordinary business concern. Do you think I am right in that conclusion?—A. I think that for this year you are right. There is a further reason in our Department. We had a bad breakdown in two of our branches due to overwork undoubtedly, the strain of the war work and the extra hours. I think it was our accountant's branch that broke down completely, and we had to ease up.

Q. Leaving out these particular causes, do you think that there is more leave of absence for illness in your Department than there would be in an ordinary business concern.—A. There is a little more. The rules which the Civil Service Commission have put in undoubtedly allow for easier leave of absence than would be given in an ordinary business concern.

Q. Do you think that possibly the rest they get in that way would tend to greater efficiency, or do you think you get less efficiency than would be reasonable on

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account of that leave of absence?—A. There is a risk of getting less service. The trouble is that a rule of that kind, if you attempt to lay down definite rules as to the amount of leave of absence that may be given, that leave of absence will be given.

Q. As a matter of right?—A. Yes, and since that rule has been put in our leave of absence has increased.

Q. You are referring to rules 36 and 37 of the regulations?—A. Yes.

*By the Chairman:*

Q. That would mean, would it not, that the employees are taking advantage of the privileges given under the regulations?—A. Well, I would not like to say that.

Mr. REDMAN: I suppose anybody would?

WITNESS: If an employee feels that his absence is going to lessen his pay, as was generally the case before these rules were put in, he might not be very well, and still come to the office. If under these rules he gets a certificate from a doctor that he is not well, he may stay away, and it certainly leads to absence that might be avoided.

*By the Chairman:*

Q. Would not their doing that make them less interested in their work and put a sort of slackness into them?—A. I have not been troubled with that in the office, but there is a tendency undoubtedly to it.

*By the Chairman:*

Q. I think that must be right because I cannot understand why in a department or in a branch with normally healthy employees there should be so much absence as reported in this statement; in some of the branches practically every employee has been absent more or less in the year?—A. Well, if you have a large number of women employees you will have a large number of absentees.

Q. The Civil Service must be destructive to the health of women in such case—A. You will always have a certain amount of illness from which you cannot get away.

Q. There will be a certain amount from which you cannot get away, but the question is how much of that is necessary? No person will object to any employee being allowed leave on account of illness, or on account of the regular holidays, but it is the absence which results from other causes to which I am referring.—A. It is very difficult to say what is the cause sometimes.

Q. But the point is what efforts are made in the department to try and limit that?—A. Leaves of absence are always closely scrutinized.

Q. But an employee is allowed to be absent for six days without any reason being given, I understand.—A. That is the regulation, but it is not the practice. It is not without any reason being given.

Q. Without a medical certificate?—A. Without a medical certificate, but any employee that is absent more than two days with us must give a certificate.

*By Mr. Redman:*

Q. You lay the blame for that on the regulation, don't you?—A. No.

Q. But largely?—A. No, I am not disposed to do that. I think our department has special reasons—

Q. But I mean in a general way would you recommend any changes in these regulations that are now in force?—A. Well, I am not prepared to; I have not looked into it. Before the regulations it went the other way; they were not necessarily hard, but resulted possibly in running a little too far the other way.

Q. Supposing there were no regulations at all, and you left it to the Deputy Minister to deal with absence?—A. The trouble of that is the inequality of treatment you would get in the different departments. That is what happened before. Some departments were notoriously slack and some people were allowed off on some slight reason.

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Q. You would know where to go to cure the trouble in that case?—A. Not necessarily so, you might not. Comparisons are being drawn between the departments and it is said in such and such department you get better treatment, you can be off if you have very slight reason, whereas in another office the Deputy Minister is too strict entirely and does not give proper latitude to his employees. That is what caused the Commission, I have no doubt, to lay down definite rules. It is a very difficult thing to do and not leave the door open to abuse.

Q. I think definite rules are not wise under those circumstances?—A. Well, if you do not have definite rules you will have different practices in different departments and that creates unrest.

Q. And resentment against the deputy heads?—A. Yes.

*By the Chairman:*

Q. Can you give the Committee information in regard to one or two of these cases (producing statement)? This employee has been absent 43 days, and there is no information given why he is absent.—A. There were two reasons, he had an attack of influenza in the fall and then he broke down in the spring; he was doing overwork and broke down and was absent for a few days.

Q. Here is another case, absent 54 days—A. This is the case of a man who is delicate and had no health, and went overseas, came back again and worked a bit, and went overseas again; I do not think he did very much, but he came back again and is in the department, he is a delicate man and is not giving the service he ought to. There is another one there with a large amount of absence I think.

Q. 211½ days, a man drawing \$2,000 salary; that is a great loss to the country?—A. Absolutely; he is a man that ought to be superannuated, he is of no use to the department and could be superannuated.

Q. Why?—A. Because he is not in good health.

Q. And is only 51 years of age?—A. Only 51 years, he is in a decline and will never be of any use.

Q. Tubercular?—A. Tubercular.

Q. Is he in the office?—A. No.

Q. He is not attending the office at all and is drawing \$2,000 and absent from the office.—A. He was on leave of absence for a time and, during this period he was on leave without pay.

Q. No person can object to that. Here is another case, a female, 28 years of age, absent 142 days?—A. Yes, she had a serious operation and is laid up in the hospital.

Q. It is unfortunate that this record doesn't specify all cases of illness. It mentions it in some cases but not in others—A. Yes. You see a man there who got 36 days absence, he is a man who almost ought to be superannuated. He is very delicate.

Q. 34 years of age?—A. Yes.

Q. Tubercular?—A. No, but he has a permanent illness.

*By Mr. Redman:*

Q. Superannuation is hardly the word, it is not the question of years, it is a question of physical condition—A. Yes, he is still doing good work, he is a good man but once in a while he gets gallstones and every once in a while he is laid up for an operation. When he is not in the hospital he does good work and is a faithful employee.

*By the Chairman:*

Q. You do not mean that he undergoes an operation each time he lays up?—A. Well, of course, he cannot take many operations in the course of 36 days.

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Q. As a rule a man does not undergo more than one operation for gallstones.—A. He has had three, I think, I know he has had several.

Witness discharged.

Committee adjourned.

TUESDAY, May 27, 1919.

The Committee met at 11 o'clock, Mr. Steele in the Chair.

J. H. GRISDALE, sworn:

*By the Chairman:*

Q. What is your position?—A. Deputy Minister of Agriculture.

Q. How long have you held that position?—A. About a week.

Q. Prior to that?—A. For about eleven months I have been acting Deputy Minister of Agriculture, and also Director of Experimental Farms, being assisted in the latter capacity by E. S. Archibald, who has been the acting director.

Q. Prior to that?—A. I was Director of Experimental Farms from April, 1911, and prior to that, from 1st February, 1899, until that date, I was Agriculturist at the Experimental Farms.

*By Mr. Mowat:*

Q. Will you please tell us the different branches in your department?—A. The Experimental Farms, the Live Stock Branch, the Health of Animals and the Inspection of Meats, and so on; the Branch of Etymology, the Branch of Dairying, and Seed Commissioner's Branch, the Publicity Branch, and there is a branch of which Mr. Doherty is in charge, the Foreign Branch, which has to do with the Board at Rome that has charge of all the statistics of the world.

Q. There is also the Quarantine Branch and the Patents?—A. That all comes under the health of animals.

Q. I mean the quarantine of persons?—A. We have nothing to do with that. We used to, but that was taken out of our department last year.

*By Mr. Boys:*

Q. That will be under the Department of Colonization and Immigration?—A. Yes.

*By Mr. Mowat:*

Q. Have you given us the complete list?—A. I think that it is the complete list. There is the Fruit Commissioner's Branch, too.

Q. The object of this committee, as perhaps you know, is to make a survey and give information to Parliament by way of assisting in the work of the Civil Service Commission. We are not antagonistic. I would like to know if, generally speaking, your experience has led you to approve of the Civil Service Act of last year, and if not, why not?—A. That is rather a broad question.

Q. It is broad, but perhaps you can answer it in your own way?—A. The Civil Service Act of last year and the preceding Civil Service Act seem to be so mixed up at present that I really have not been able to tell exactly where we are at under the one or the other. The Act of last year seems to apply to certain conditions, for instance the matter of holidays, sick leave, and that sort of thing; but it does not seem to apply in the making of appointments. So I would not like to say which Act we are under. The Civil Service Act of last year, it has been explained to me, will not be wholly in effect until the reclassification is brought down, which I understand is to be next week. I will explain what I mean. We have asked for several promotions

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under the new Civil Service Act, and we were unable to get them because they said the new Civil Service Act is not in effect.

Q. Not until reclassification?—A. Until reclassification. They have made certain promotions under the old Act, so I cannot really tell you exactly where we are at. We are working under the old Act, according to the Civil Service Commission, so far as promotions are concerned at least.

*By the Chairman:*

Q. As a matter of fact, you are not called upon to be familiar with the working out of the Civil Service Act?—A. Only in a way; the determining as to what Act shall apply in certain cases is not in my field at all. I have just to take what they give me. They have made very elaborate regulations, which I suppose you have seen, and these regulations are not always working out satisfactorily. Any appointments that we have asked for, and that have been made for us, I presume under the new Act, seem to be going through fairly satisfactorily. There does not seem to be any precedent established yet for any particular thing, and the interpretation of certain clauses seems to vary slightly from time to time. But I presume that that will pass as time goes on and they get into the way of interpreting them along one line.

Mr. BOYS: Mr. Todd informs me that the schedule of salaries and promotions are not effective until the Commission has had the new classification. As to new appointments they have jurisdiction.

The CLERK: They are still making promotions, and the old classification and schedules of salaries still apply to those who were appointed prior to the Act of 1918. New appointments are made under the Act of last year, but the classification under that Act will only apply to the whole of the Inside Service after it has been reorganized under section 9 of the Act.

*By Mr. Mowat:*

Q. Have you had occasion to apply for the appointment of clerks in your Department?—A. Oh yes.

Q. Has there been any delay in their appointment or in supplying you with them?—A. We have had occasion to apply for a good many clerks of one kind and another. I cannot say that there has been any justifiable delay; sometimes there has been delay. For some time I have been asking for a dual language clerk, stenographer and typist. I have not managed to get him yet. They have sent over several, but they have been absolutely incapable.

Q. How long have you been asking for that?—A. Probably nine months.

Q. It is not filled yet?—A. No, not satisfactorily.

Q. Are you consulted as to the salary to be paid?—A. In the case of temporary clerks we are, yes.

Q. You ought to know, and you think you know what is a probable adequate salary?—A. Well, that is another rather difficult question. What is an adequate salary is not always a permissible salary.

Q. If you suggested too low a salary for a dual language clerk the result would be that we would not get one?—A. We did not put any limitations on the salary.

Q. Have you got any clerks in your Department who have passed their usefulness on account of age or illness?—A. Yes, I think we have.

Q. What is your method of dealing with that class of people?

The CHAIRMAN: Would it be of interest to the committee to take each branch separately and have a statement from Mr. Grisdale?

Mr. MOWAT: Yes. Since the Superannuation Act ceased to be in effect in 1897 trouble has arisen, we are told, in regard to old employees, who depend upon their salary for subsistence, remaining on, although their usefulness is gone, and no man at the head of the department with any humanity about him cares to dismiss them. What is your method and what do you suggest?

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WITNESS: Well, I could not say that I have any method, because I have not felt that I was in any position to exercise any jurisdiction along that line, on account of being Acting Deputy till last week. I may say that previous to my taking office as Acting Deputy a report had been sent in asking for the dismissal or superannuation, or getting rid in some way or other, of a number of clerks. That list so far has been considered private. Whether I should read it here or not is a question.

Mr. MOWAT: What do think we ought to do about that, Mr. Chairman?

The CHAIRMAN: We could scarcely ask Mr. Grisdale to read that report, but perhaps we can get the evidence in our own way.

Mr. MOWAT: Perhaps he can give it without the names.

WITNESS: I can give you the cases without any names. One is the case of a man in one of the branches who was appointed politically some years ago—that is to say at the request of a very influential member of Parliament—whose duties or whose work proved quite useless, and he has been with us now for probably ten years, around there, and he is absolutely useless in the department to-day.

*By Mr. Mowat:*

Q. Does he attend the office?—A. Yes, most of the time.

Q. About what is his age?—A. I should say he must be about 55.

*By Mr. Charters:*

Q. Why is he useless?—A. Well, there are many ways in which a man can be useless. He is incapable, he is a dreamer and a talker without any ability to perform. He is not a clerk. You cannot put him down to do stenographic work or the clerk work of any kind, because he has no ability along that line. He was put in in a special capacity to perform special duties, and he proved himself quite incapable in that connection, and in fact was practically useless. They do make use of him once in a while to make some compilations, but he does it in a poor way.

Q. Is his health all right?—A. Yes, apparently.

*By Mr. Mowat:*

Q. In which particular branch is he?—A. This is supposed to be private.

Q. You can guard yourself, we do not want to press it?—A. He is 56 years of age.

*By Mr. Charters:*

Q. Has he been there ten years?—A. He has been there 12 years.

*By Mr. Boys:*

Q. You would not suggest his age would be any impediment?—A. I remember very well when he was appointed, and I was astounded that he was appointed.

Q. I understand that age has nothing to do with that case, because you do not suggest a man 55 or 56 years of age is too old to be useful?—A. He is in good vigorous health.

Q. The trouble is that he has not the knowledge for the office he took?—A. Yes, and he is a very peculiar character, and temperamental, and he cannot do anything you ask him to do—cannot do it satisfactorily, anyway.

*By Mr. Mowat:*

Q. What is his salary?—A. \$1,600.

Mr. BOYS: He should be writing poetry.

The CHAIRMAN: Perhaps it would be better to take each branch and take the information on each branch.

Mr. BOYS: If we are going to take up each individual case in every branch we are going to be here for a year.

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WITNESS: There are only four more cases.

Mr. Boys: It seems to me we should find out from the Deputy what is to be done with people that are incapable, from age or otherwise, and not deal with each case.

WITNESS: All the other cases are on account of age. There are four more and they are all incapable on account of old age.

*By Mr. Mowat:*

Q. Male or female?—A. Two females and two males.

Q. Do all these attend at the office?—A. One of them is very frequently absent, practically absent nearly all the time.

Q. On account of illness?—A. Yes; the rest are there.

Q. Have you come to a conclusion as to what you think ought to be done in these cases?—A. I think they ought to be superannuated in some way or other, because they have an injurious effect, because the other clerks would see these people either absent or doing very little, and drawing their regular pay, and it has the effect of making the rest of the staff feel that, "Oh well, whether we work or not, we get our pay."

Q. It affects the general morale of the Department?—A. Yes.

*By Mr. Long:*

Q. You would not extend the scope of superannuation to cover such cases as these to which you have referred, where a man is only 55 years of age?—A. Oh, no.

Q. That should be handled on an entirely different line?—A. Yes. There was a proposition put as to how each of these should be dealt with. It did not deal with the individuals, but it dealt with the matter in a general way, and I think there was an order passed, but it never came into effect. If the order was not passed it certainly was sent down but never put into effect. That was before my time.

*By Mr. Boys:*

Q. I take it from what you say that so far as the older ones are concerned you favour superannuation?—A. Yes.

Q. As far as the clerks who are not in that class as to age, but who are incapable for some other reason, what do you think should be done?—A. I think they might be given some slight consideration and asked to seek a livelihood elsewhere.

*By Mr. Charters:*

Q. Why give them any consideration?—A. Take the case of this man 56 years old, he has been 12 years there, and a good many people would say that he had spent the best part of the latter years of his life in the department and when any one of that age is discharged there might be some sympathy expressed, and therefore some consideration should be given, but I would not say that it ought to be very heavy.

Q. You think he should not be removed without some consideration being given?—A. No.

Q. Have you any more of that class anyway?—A. We have some men who are wrongly classified, and I presume reclassification will be effective as far as what may happen in the future is concerned, but the Act says that the man who is drawing a salary of \$4,000 and doing the same work as the clerk who is getting \$800 will keep on drawing that salary as long as he is in the service. We have some cases like that, but not quite so bad as the illustration I have just given; but here is a case, we have one or two clerks drawing \$1,000 or \$2,000 who are doing the same work as other clerks drawing \$600 or \$700.

*By Mr. Boys:*

Q. Must not that always be the case to a certain extent as long as you have annual increases?—A. No, because the increases just go up to a certain point and stop, accord-

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ing to classification. But this man, by one means or another, the one I have referred to, has been in the service a long time and has managed to get up to the classification which he now holds, although he is still doing clerical work.

Q. Take the class from \$2,100 to \$2,800, a man has been in the service for a number of years and he has risen to \$2,800.—A. He does not get that—

Q. But if he is once put in the \$2,100 class he goes on until he gets up to \$2,800.—A. But he would not be put on the \$2,100 class under this law unless he had certain qualifications.

Q. But supposing he has got there, the increases continue I think until he reaches \$2,800?—A. Yes.

Q. And there he stays?—A. Yes.

Q. Another clerk who is appointed to that class, he gets \$2,100, he may be a capable clerk, possibly, but he will still have to go in at \$2,100 with the annual increases, but the other one who was longer in the service gets \$2,800; you cannot get rid of that, can you?—A. Not in any way that I know of.

Q. It seems to me you will always have the situation that there will be certain men doing the same work, one with larger salary than others to the length of service.—A. Oh yes, according to the old Act, and in the new Act the same principle is endorsed and approved; increase in salary according to length of service, you cannot get the classes without having certain inequalities.

Q. I appreciate that, there will always be the difference between the highest and the lowest in that class.—A. In any class.

*By the Chairman:*

Q. You have recently become Deputy Head of your department?—A. I am the youngest Deputy Head in the service.

Q. It would be interesting to the committee to know, it is not a personal matter at all, what you did when you became Deputy Head, in order to get familiar with the work of the different branches so far as the efficiency of the men in the different branches is concerned? We assume that the new Deputy would make himself acquainted with the business and the working of the staff and ascertain whether he had twice too many officials on the staff, or only half enough, and so on.—A. I became Acting Deputy under rather peculiar circumstances. I have been in the service many years, I am in my 21st year now, and being at the head of the Experimental Farm Branch I think I may say that I was in close touch with all the other branches of the service, and I suppose I knew the Chiefs, I think I knew every one of them, in every branch of the department. When it comes to the subordinate clerks, the typewriters, I knew some of them as well, so that when I became Deputy Minister I did not have any trouble at all in that regard, I just went ahead and having got acquainted with them beforehand, I was able to offer a good many suggestions. Of course in some branches I did not have the same intimate knowledge as I had of others.

Q. Have you satisfied yourself that all the clerks you have are necessary?—A. Yes, I think I have, with the exception that there are some clerks not so efficient as others, probably, but when a clerk is not as efficient as I would like him to be even if I do not consider him absolutely necessary, it is pretty hard in such cases to draw the line, and to determine whether the clerk should be disposed of because of inefficiency or whether he should be retained. There are always a number of clerks who are very much more efficient than others in the same grade, and there are always a few clerks that are rather inefficient, but it is pretty hard to discharge a clerk because he doesn't quite measure to the standard.

Q. Especially if he be on the permanent staff?—A. Yes. We have two or three men on the staff now we would like to discharge but it would put an odium on any one who recommended the discharge of some of them. The Deputy could hardly recommend

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that a man be discharged, that is up to the head of the branch; he could hardly recommend the discharge unless the official affected by his recommendation were one of his immediate staff.

Q. Why could you not as Deputy recommend the discharge of any member of the staff, you are in charge of that department?—A. Yes.

Q. And supposing you have a clerk that is not what you want, why could you not or why should you not take whatever step may be necessary to secure relief under those conditions?—A. I could not do it very well myself and I say that because of the usual practice that has been followed for many years. When the services of a certain person are not required, or when it may be desired to discharge that person the usual practice is for the immediate chief to say that for certain reasons the official in question is no longer required; then that recommendation goes to the next highest person in authority and finally to the Deputy Minister. Of course if it is the head of a branch whose services are being dispensed with the Deputy Head is the next highest in authority and therefore he is the one who should ask for the discharge.

Q. Supposing you were running this department as a business man according to business methods and you knew of a situation such as you have just described you would mightily soon try a way of getting relief, would you not?—A. Oh of course, but the department cannot be run on those lines.

Q. Why should not the business of the country be run the same way as an ordinary business?—A. I cannot, it is a different question, altogether, I have no power, I cannot fire anybody.

Q. Why shouldn't you have jurisdiction?—A. I have no control. If I wish to recommend the discharge of a certain clerk, we will say for reason, that he is troublesome and unsatisfactory the chances are I will have to run the gauntlet of the country press, criticism in Parliament and criticism of his friends and I will have to stand the opprobrium of having fired that man because I was spiteful. That is the situation, as it is now, there are several instances that I have been considering, two or three of them.

Q. What is your policy with regard to getting rid of an official whose services you do not desire to retain?—A. Apply to the Commission and give all the reasons you can for asking for his dismissal. They will consider the matter and give you their judgment.

Q. In your department, how many employees do you have whose services could be dispensed with in the interests of the department?—A. There are not very many, probably three or four.

Q. But you have not gone through the different branches carefully?—A. I should not say that, I should say three or four men I am acquainted with. There might be some that I do not know of.

Q. These are cases that have been brought to your attention?—A. I know them. There may be a stenographer or a clerk; I am not in a position to judge as to the efficiency of every stenographer.

Q. You have not made any special investigation as to the efficiency of your department?—A. Not of all the subordinates.

Q. These you have mentioned are cases that you know of without any special investigation, but there might possibly be some others?—A. These I know. I know the chiefs of branches and their assistants, and in most cases I know of the next class. To illustrate what I mean: I know the director of experimental farms—that was myself until a few days ago; I know the chiefs of branches like Mr. Archibald, Dr. Shutt, Dr. Saunders and so on, and I know all their assistants, and in many cases I know the subordinates below them, that is four classes down. That leaves only the stenographers, the subordinate clerks and the messengers that I do not know. When it comes to stenographers, we have not very much trouble, because if a stenographer is not very satisfactory, the officer for whom he works soon tires of him, makes complaint, and he is transferred.

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Q. In the case of an employee in one of these branches who is not very satisfactory, how would that fact come to your knowledge; through the head branch?—A. You mean a subordinate, a stenographer?

Q. Yes.—A. It would come from the branch. It might come indirectly otherwise. Since I know all these men, and meet them, they are apt to tell me their troubles.

Q. It would rest pretty largely with the head of the branch?—A. I would not act until he came to me directly. Supposing that one man said that one of the stenographers was no good, I would say to him, "I am very sorry to hear it," but I would not take any action. That would come through the head of the branch.

Q. I do not know that I have made my point clear. Would you have any means of knowing whether a subordinate employee was efficient or inefficient except through the head of the branch, or perhaps by gossip?—A. No, I would have to get a letter revealing the condition. I would not have anything of that. I have visited the branches a few times since I became director, but even going through and getting the names of the clerks and seeing them at work does not give you very much information. I suppose they are all on their good behaviour at that time.

*By Mr. Boys:*

Q. Have you any suggestion to make as to improving the situation we are discussing? What recommendation could you give to this committee that would get rid of what does seem to be undesirable from what you say?—A. I see objections to the deputies being allowed to discharge people; there might be cases of spite.

Q. Then why not secure more protection against that? In the main, of course, the deputies could be trusted to do what is right?—A. I think so.

Q. I would think so. Then to guard against individual cases of spite, might there not be the right of appeal to somebody?

Mr. MOWAT: There is now.

*By Mr. Boys:*

Q. But the Deputy does not discharge at all. It starts practically with the Superintendent or Chief Clerk and travels through one or two grades, and finally reaches the Deputy; he in turn makes a recommendation to the Civil Service Commission, and they have to go through it.—A. I may say that the Civil Service Commission hesitates just as much as the Deputy would about incurring the opprobrium of discharging a clerk.

*By Mr. Mowat:*

Q. I am very much surprised to hear that; you say that?—A. I think so. Of course, the Deputy or Clerk that recommended the discharge is the one that would get the worst of it.

Q. Our idea was that the Civil Service Commission would be absolutely just, but at the same time absolutely indifferent to public opinion.—A. I think they are human beings. I do not say that without reason, without having had experience.

*By Mr. Boys:*

Q. Would you get protection by giving the right to the Deputy with an appeal to the Minister?—A. I do not believe the Minister would want it.

Q. Then would you suggest that authority be given to the Deputy with an appeal to the Commission?—A. Yes, that would be much better.

Q. With your years of experience and your knowledge, you have described, perhaps not a very extensive state of affairs, nevertheless a situation which, if we want a business administration, should be rectified.—A. Yes.

Q. We want, if we can, to make a recommendation which will improve the situation. With all your knowledge and experience before you, are you not able to give us a practical suggestion which would be fair and workable?—A. It is a pretty difficult situation.



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Q. I cannot see why. I can appreciate perhaps what is in your mind. You speak perhaps with a certain delicacy of feeling. If that is what you mean, I can appreciate that; but that there should be any difficulty in making a practical suggestion to relieve the situation, I cannot appreciate.—A. I will just tell you why it is a difficult situation. The public service and private service are two entirely different things. The public service is looked upon—you may say it ought to be otherwise or not as you like—but it is looked upon as a service where there should be a good deal of charity in dealing with those people, and where the amount of labour required from an employee is not as great as in outside service, and any one who has secured a position in the Civil Service is looked upon as having a place for life.

Q. A resting place for life?—A. A resting place for their lives, and to disturb such a dream, or such a feeling on the part of the Service antagonizes a great many of them, and not only antagonizes them but my experience is that it disturbs the equanimity of all newspaper men who are not particularly in favour of the Department or Minister and are not particular friends of the chiefs who have made the recommendation, because it has got to go back to them; and the lack of desire to awaken such an uproar as is sure to follow is very certain to destroy any effort along the line you suggest. Of course, if you say, "John Smith is ill" there is no question about it, but if you say, "John Smith is inefficient," that is another question. You may be asked, "How is he inefficient?" "Well, he does not do his work well." "Why don't you make him do it?" "Oh, you cannot." "Oh, that is no excuse," and you are up against a situation where it is almost impossible to justify yourself in the eyes of a very large percentage of the public with whom you have to live, and who look to you as the arbiter of the destinies and fates of these poor devils. That is the situation as I see it. I appreciate the difficulty, because if I could do so, I would fire two or three to-morrow, but I cannot do it. In the first place, it would have to go through the Commission.

Q. That is why I was asking you the question. I can appreciate that the method adopted now is troublesome?—A. I should say it was.

Q. You need a method which will not be so troublesome. Can you suggest anything better than the one I mention, that authority should be given to a deputy, with an appeal to the Commission?—A. Here is a method sometimes followed; I have seen it followed very effectively. A man is called in, not necessarily to the deputy, but to some superior officer, and that officer says, "Now, Jones, your services are not very satisfactory. You know you have done a number of things wrongly, and really I think we will have to let you go. Don't you think you had better resign? We will give you two or three months." On several occasions Jones has resigned. That is the most peaceable way of settling the thing that I know of, and it is the most effective, but in some cases that will not work, because the man who has to retire, while he might think that he is worthy of retirement, will not admit it, and he is ready to fight rather than retire, because he does not see much future anyway. Then you are up against it for fair.

*By Mr. Mowat:*

Q. Now that he has lost what you call pull?—A. He has lost pull with the member of Parliament. A member of Parliament cannot come along and influence people, but he has not lost pull with the newspapers, nor with the multitude of friends with whom he may come in contact.

Q. Ottawa newspapers?—A. Not only his friends but your enemies. Every man has some people who are not friendly to him, may not be absolutely antagonistic, but we are very prone to give a fellow a kick if we are not particularly friendly to him, or slightly the other way. He is very sure to know more or less of your connection, and to make use of that. I have seen cases of it.

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Q. That may be personally disagreeable to the deputy, but there is nothing that you know yourself that would interfere with him doing his work in administering the department?—A. With the deputy doing his work—no, I do not think there is.

*By Mr. Charters:*

Q. Then the result is that the service is to a certain extent inefficient because of the disinclination of the heads of the department to report the men who are inefficient and have them dismissed?—A. There is no doubt about that.

Q. Is there not more danger of greater reflection upon the heads of the departments on account of the inefficiency than there would be on account of any campaign carried on by the newspapers and others against them because of their having made dismissals?—A. There might be in the long run, but the immediate danger is apt to strike a man as the first thing to be considered. I want to say this, gentlemen: in the Department of Agriculture, as I said, there are three or four that I think we ought to get rid of, and there are four or five that ought to be superannuated, or got rid of, for some reason or other, and apart from that I do not think that we have any person that we want to get rid of. In such a large staff as we have, a great many hundreds, that is not a bad proportion. The proportion is very small.

*By the Chairman:*

Q. In the accountants' branch there are fourteen permanent employees and two temporary. Are you quite sure that every one of these employees is necessary in order to carry on the work? Has any effort been made to ascertain if there are any unnecessary employees?—A. I do not think there are any unnecessary employees in that branch. I am closely in touch with that branch. It is right next door. I go in there at all times, unexpectedly, and you break right into the room where there are ten or eleven of them, and I have never seen any loitering or dilly-dallying around that branch.

Q. It seems like a large staff. Of course we are not familiar with the work they are doing?—A. They have something like five million dollars to handle, and the accounts are very numerous and very varied in their character, and require a great deal of auditing and working up, and so on, and that branch is pretty good.

Q. As to the days of absence recorded last year, practically every one in that branch was absent more or less, with the exception of one?—A. Yes.

Q. Thirty-four and a half days, thirty-eight and a half days, sixty days, seventy, twenty, twenty-three and a half days, and one six months and three days. That may have been special leave?—A. That is the one I told you about. We have already mentioned her.

*By Mr. Mowat:*

Q. That is the old lady?—A. Yes.

*By Mr. Boys:*

Q. I suppose the absences referred to in last year were due in large measure to the "flu"?—A. To the "flu." The chief officers said there were very many more absences than usual on account of the "flu." Mr. Fraser, the head of the branch, was absent thirty-four days. He was sick in bed for three weeks, and had to recuperate a bit, and then his family were all taken down, and he had to stay away for a few days on that account, so that it was quite justifiable.

*By the Chairman:*

Q. Following that up, were there any additional employees appointed during that year to make up for the work that was not done during the absent days, or is this the regular number of employees?—A. That is the regular number. There is one

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temporary employee, Mr. Blair. We had some additional work last year on account of the war. We had to commandeered all the flax-seed and that made quite a bit of extra work, and we appointed Mr. Blair.

Q. Would it not follow that in a normal year, when there is not so much work, you would not require so many, because in calculating up I find nearly a year and a half's absences? In a normal year when there is not any abnormal business would it not be likely that there are more employees than are necessary?—A. Well, it might be. Of course I have only had the one year's experience.

Q. I notice also that the absence in some branches was very much greater than others. Naturally a person would question the head of that branch more strictly than the head of some other branch. It might possibly be that there was a good deal of absence without justification?—A. I think there is, yes. Of course there is a possibility that such may happen. Sometimes the clerk works very hard, and sometimes his chief appreciates the extraordinary effort that clerk has made; he may have been working overtime and have received no remuneration for it. In my own office very few of my clerks go away before six o'clock or five o'clock, and in the accountant's branch they are very seldom away before five-thirty or six, doing extra work, and extra absences on account of sickness sometimes happen in that way. But the chiefs of branches and their immediate staff very seldom quit at five o'clock.

Q. I notice that in the Fruit Branch with eight permanent employees and one temporary every one of the employees has been absent for some time; one for one day, others twenty-two days, fifty-one days, fifty days, sixteen days, eleven days, and eighteen and one-half days, while on the other hand comparatively few in the Seed Division have been absent.—A. You see there are no very serious absences in the Fruit Branch except that of Miss Robinson, Mrs. Rubbell and Miss Sching. Miss Robinson who was absent fifty-one days, is a most efficient clerk, she is most untiring and works on Sundays, Saturdays and a great many days overtime.

Q. Then she makes up for a great deal of the time she is absent?—A. She makes up a lot of that time.

*By Mr. Long:*

Q. With reference to this matter of absences every clerk has a certain amount of annual leave and in some of those cases where they have been absent on account of sickness they have not taken advantage of their annual leave as well?—A. Some are in that situation.

Q. And some of those are credited with very many days absence on account of sick leave have taken as much advantage of annual leave as those who did not take advantage of annual leave on account of sickness. I have known of several cases where clerks had a small number of days sick leave and they took advantage of the annual leave.—A. The annual leave is not included in that.

*By the Chairman:*

Q. As I understand it under the regulations they are allowed to be absent six days without sending in a doctor's certificate?—A. Yes, that is included there. Once in a while a girl will be absent for a time but the men are very very seldom away on account of sickness. I was going to say there was one order passed last fall, that, possibly, is responsible to a limited extent for this increase in the number of days' absence that any one was to be allowed twelve days' sick leave each year. I have no doubt that was taken advantage of to some extent. If employees are absent for more than a certain number of days we cut him off, do not pay him; they are absent without pay, and some of those who are shown as absent in that table were absent without pay. I cannot pick them out from memory, but if an employee is in our service for one year he gets so many days sick leave.

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*By Mr. Boys:*

Q. What was referred to the other day as the "peak load" was spoken of; that developed in this way it was found that there are certain times, covering perhaps several days, when there will be a pressure of work which Mr. Mulvey described as the "peak load." Have you enough clerks to take care of the work during the peak load?—A. During the months of January, February and April we had very strenuous times in keeping up with the work.

Q. Then, of course, if you have a staff sufficient to handle the big work during those periods, one naturally thinks that when the peak load is not on you have a larger staff than is necessary to do the work of the department?—A. That is true to a certain extent, but this peak load in my office is taken care of by overtime, for which the staff does not get paid extra, they stay there and do the work.

Q. Are the various stenographers in your department attached to certain clerks or do you have them all in one room?—A. In the head office, that is in the deputy's office and the accountant's office they are not attached to any particular clerk, in the Experimental Farms Branch, one stenographer might do the work for two or three chiefs; for instance in the Live Stock Branch, the agriculturalist at the Experimental Farm, there is a chief and three assistants and they have two stenographers, one works for the chief and one assistant and the other works for the other assistants.

Q. Mr. Desbarats thought it was of advantage not to have them attached to any one clerk but to have them all in one room so that any one stenographer could be called to do work in a particular branch when work was slack in the branch in which that stenographer was usually employed?—A. That is what we are trying to do, that is the plan which is in operation at the Langevin Block, but there are limitations to the operation of the plan and beyond a certain extent it cannot apply. For instance Miss Robinson is the Fruit Commissioner's special secretary and his work takes up practically all her time, but when she is not occupied at that work she is working on accounts, and seeing that everything is in good shape.

Q. I can quite understand that either the deputy or the chief of the branch would require one stenographer?—A. Yes.

Q. But outside of that it would work out the other way, the work could be more evenly distributed?—A. Yes, but there sometimes are objections from the clerks.

Q. Objection from the girls?—A. Yes, both from the girls and from the officials.

Q. I can quite understand that a man, even if he be a subordinate clerk, likes to have the services of the stenographer he is used to?—A. We have got over that objection by allocating a girl to two or three men; she is not always working for the same man, but she will always be working for one of the same group.

*By Mr. Mowat:*

Q. Sometimes a man has so much work that he has to call in another girl, and in that case she usually resents it?—A. Yes, that is so, but they have to do it; they demur about going over to the other branches although they have to do it.

*By Mr. Boys:*

Q. They have no business to do that, but if the girl who is sent over to the other branch sees one of the girls over there loafing she naturally objects to having to do the other girl's work?—A. There is more or less of that no doubt, they have to do the work that the other girl should have cleaned up.

*By the Chairman:*

Q. You are familiar with the Chief Translator's office?—A. Yes.

Q. There are five translators there; permanent employees, and one temporary?—A. That man has not had any holidays for three years; he has just driven right along.

Q. There is work enough to keep him busy?—A. Oh yes, everything has to be translated. He is the only translator of letters in the whole department. We have an

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immense amount of business in the province of Quebec, hundreds of thousands of letters in the year, I suppose. I am mistaken in saying he is the only translator; there is a translator at the Experimental Farm. He does translations of the correspondence, but not of publications. This man translates all our reports, bulletins, circulars and so on.

Q. There is work enough to keep them busy?—A. Oh yes. In reference to our translator, I am sure that there is not another department in the service where there are not two, if not three men doing the work that this man is doing. He is a marvelous man; he is a qualified man. He was born in France and is a tremendous worker

*By Mr. Mowat:*

Q. What is his salary?—A. \$2,800, and he is not as well paid as most of the translators.

Q. I do not think that any man should have to work in the Government service without a holiday for three years?—A. There is no one to replace him. We had two very fair men, assistant translators, but they went to the war, and the men who came to replace them, being temporaries I suppose, could not be so careful. It is very difficult to get a translator anyway.

Q. Generally speaking, since the Civil Service Act came into effect, speaking from your twenty-one years of experience, has a deputy as good a hold over his department as he would have without the Acts?—A. I do not know whether to attribute it to the acts or not, but the deputy can have very much more influence over his department now than he could, say fifteen years ago.

Q. That is to say, so much depends upon leaving it to the deputy?—A. Yes.

Q. Otherwise, there might be political pull under which the deputy could not interfere?—A. Yes.

*By the Chairman:*

Q. With reference to the matter of absence, I see from the list that one permanent employee was absent 117 days and another 28½ days, and that the absences of temporary employees were as follows: 12½ days, 24½, 97½, 35 and 5½. The last one on the list is overseas. These absences must interfere very much with the work?—A. They do.

Q. If these people were sick and had to be absent, of course no exception could be taken; but my information, which of course may not be authentic, is that there is a great deal of absence of employees in the service without justification. Some of these reports to one not familiar with the conditions would indicate that there is a good deal of truth in it?—A. Some of these people have been docked. In the case of this particular branch, this is what is done: it does not appear on the list, but we let them have labourers. A lot of that work is just sticking bulletins into envelopes, and if there is a rush, or a shortage of help, they get three or four labourers who do not appear on this list. There are three labourers there now, at least they were there the other day. They do not take them on themselves; they go to the Experimental Farm, which probably sends out as many publications as all the other departments put together, and when the rush is over they go back to the farm.

The CHAIRMAN: If there are no more questions, Mr. Gridale may be discharged from attendance.

WITNESS: You asked for a certain statement, and I may say that immediately after I became acting deputy I had all that information you asked for compiled for my own information, and the outside in the same way.

*By Mr. Mowat:*

Q. Is there anything you want to say apart from what you have been asked?—A. I do not feel that I am quite old enough in the position to say anything.

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*By Mr. Long:*

Q. Is the Civil Service Commission placing any more emphasis upon the question of punctuality?—A. We all are. We have had a great struggle over that. It is the thing we have had most trouble over. The absences we can not control very well, but punctuality we can, and we have narrowed down the margin to 5 minutes. Any one late 5 minutes, or over, gets a late mark, and if they are more than 4 or 5 times late in a month, there is a question asked, and he comes on the carpet.

Q. The employees of your Department sign a book on entering?—A. Yes, and on going away.

Q. Do you allow one individual to sign for more than one?—A. Oh, no.

Q. That has been permitted I believe in some Departments?—A. Not in the Department of Agriculture. The time of going away was the greatest difficulty in some branches; in fact, with the exception of the head office in the Langevin Block, the clerks left without signing. But now they have all to sign, and I have noticed quite an effect from their having to sign.

Witness discharged.

The Committee adjourned.

FRIDAY, May 30, 1919.

The Committee met at 11 o'clock, Mr. Steele in the Chair.

Mr. J. B. HUNTER, sworn:

*By the Chairman:*

Q. You are the Deputy Minister of Public Works?—A. Yes.

Q. How long have you occupied that position?—A. Since 1908.

Q. Would you tell the Committee briefly just what supervision you exercise, as Deputy, over your Department, in a business way, for the purpose of doing the business of your Department?—A. The Department has several functions. It has the architectural function, the erection of public buildings, the engineering function, the harbours and river works and the Dominion Government telegraph lines, the dredging, and the slides and booms and graving docks. The Department is divided into branches, each of which has a Chief in charge of a staff, a supervisor of the operations that I have mentioned, and they obtain information and report to me. Each staff reports to me, with recommendations, suggestions or requisitions for advice or authority, and I deal with what comes within my responsibility, and anything that I think is a matter of policy, or something that the Minister should be personally cognizant of I take up with him, either by memorandum, or personal discussion on the information received.

Q. About the supervision of the employees in their individual work, what do you say?—A. These staffs, according to their size are divided into—you might call them sub-branches, attending to certain specified portions of the work, and they have an immediate chief over them who is under the chief of the branch. That means the Chief of the branch may not come into personal contact with some of his men, except very occasionally. They are acting under their immediate chief, and these chiefs are directly under him. He works through them, and I work through him, if that is what you mean.

Q. There is more or less effective supervision of the individual employees?—A. Yes.

Q. We are concerned chiefly with an inquiry as to the efficiency of the department, and as to whether there are many unnecessary employees in the department,

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and if there are any, as to what provision could be made to have the department relieved of them, etc. Perhaps we might look for a moment at one or two of the branches. Have you any general statement to make as to whether the staff could be reduced without interfering with the efficiency of the department?—A. Yes, the staff could be reduced without interfering with the efficiency of the department. There is no question about that.

Q. To what extent, speaking generally?—A. Well, dividing the service into the service at Ottawa, and that outside of Ottawa—

Q. We are concerned only with the Inside Service.

Mr. STEVENS: Dealing only with Ottawa.

—A. I understand. I would say that probably thirty or forty could be spared from the Public Works Department without interfering with its efficiency in any way whatever, in fact probably increasing its efficiency, through lack of having to find work for these people to do, to warrant them in drawing their pay.

*By the Chairman:*

Q. That is a matter of dividing the work to be done among some of the employees. Thirty or forty fewer could do the work equally well?—A. Yes, and better, because they would not have the interference and looking after the other people.

Q. What class of employees would those be?—A. Those are scattered through the different branches.

Q. The permanent staff?—A. About twenty of those would be on the permanent Civil Service List, and the other twenty on the engineering staff that are not on the permanent list, although they are really permanent as far as that is concerned, and are residents in Ottawa.

Q. What do you mean when you say not on the permanent list?—A. What is known to the Civil Service as the permanent list is the Blue Book that is published containing the names of those in the Civil Service. Those men are not in the Blue Book. They are in what was called hitherto the Outside Service at Ottawa, but under the new Act everybody resident at Ottawa is in the Inside Service. They got their appointments, not through any Commission or examination, but were just added to the staff by the authority of the ministers who were in charge at whatever time their appointments took place.

*By Mr. Redman:*

Q. What would be the ages of those men?—A. Well, they vary in age. I do not suppose any of them are under forty-five.

*By the Chairman:*

Q. I suppose you have a number whose services might be dispensed with on account of their age?—A. Yes, on that Inside Service there would be six or eight who are practically through their working days, but they have no superannuation, so that we are not dispensing with their services. We are allowing them to continue, and finding work for them to do, in order to have an excuse for continuing them on the payroll.

Q. What would you say as to the balance of the thirty or forty that might be dispensed with. Could you put them in any special class, or are they just twenty or thirty more than are really required?—A. They could be divided into men who are fairly competent, but whose services are not needed because there is not the work for them to do, and others that are not competent for employment at all. They are useless tools.

Q. How many of that class do you think there are?—A. I suppose we have a good round half dozen that are absolutely no good for anything.

Q. Only half a dozen?—A. Well, that is very conservative.

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*By Mr. Stevens:*

Q. If you had a free hand, what would you do with the thirty or forty?—A. I don't know. The minister gets up against that proposition, and when he comes to take action he gets cold feet, and I might get cold feet, too.

*By Mr. Charters:*

Q. Suppose your feet were all right?—A. I think their services would probably be dispensed with.

*By Mr. Mowat:*

Q. Assuming there is a difference between the Government and a proprietor of works, who simply wanted to run in an economical and business way, and suppose you were asked to change it to a business concern, what would your first recommendation be as to these poor old people, who need their salaries to live on, of course?—A. I would recommend that where they are situated in that way some superannuation should be arranged. You need not pass a superannuation Act, but you could put some provision in the estimate, and then work out the detail by Order in Council. It would practically be giving them superannuation.

Q. It would be better to pay them their present salaries, or perhaps a little less, if they did not do any work—that is to get rid of them?—A. It certainly would.

Q. You are definitely of that opinion?—A. Yes.

Q. They are really no good in the department and time is taken up in giving them work which you are not sure they will do efficiently?—A. Yes.

*By Mr. Charters:*

Q. When an additional number comes round from year to year would you deal with them in the same way—men who get too old?—A. Decidedly; they should be dealt with in the same way, some provision made and the service cleared of these men.

*By the Chairman:*

Q. Speaking generally, could you suggest any other cause which would interfere with the efficiency of your staff? For instance, what about unnecessary absence among the employees?—A. Well, of course, there are regulations concerning that, that if an employee is absent without leave he is not paid, and that is enforced. We do not have much trouble on that score. All these men are present.

Q. I notice, looking over the secretary's list, that out of sixty employees there are only, I think, four or five on the whole staff who have not been absent some time during the last year?—A. You mean in addition to the holiday period?

Q. Yes?—A. Special leave, you are referring to?

Q. Yes, in this column specifying the days of absence, the number of days absent not including holidays during last year?—A. Yes.

Q. For instance, they run something like this: 16, 32, 150, 39½, 14, 227½, 33½, 20½, 228½, 39, 27½, 44½, etc. What would you say about that? Is there any explanation why there should be so many days' absence?—A. If I might see those names, it would suggest the reason to me.

Q. I suppose in individual cases there are special reasons?—A. Yes.

Q. But speaking generally, why should there be so many employees in that branch absent?—A. Well, sickness is the only reason that I can give. That is the only cause that they are allowed to be absent for.

Q. Perhaps you have not looked into the matter. Could you say that sickness would be the reason?—A. That is why I wanted to see the names, because they would suggest the reason. Take in 1-B a man is absent 150 days. We never expected to see that man get back. He was away through sickness. He just as nearly died as it was possible for a man to do, and it took him a very long time to recuperate, and that was a very genuine case of illness.

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Q. He took ill last year?—A. Yes, he was away a year. He was away a full year ill, so that this is probably a return during last year. He was away longer than that.

Q. He was sick the year before?—A. Yes. Here is one on the list who has been absent thirty-nine and one half days. His health seems to be continually bad, for some reason or another. I know that he takes boils and carbuncles, and every now and again he gets laid up.

*By Mr. Stevens:*

Q. Does he get paid while he is away?—A. Yes, if he gets a doctor's certificate. The Commission has laid down rules according to the length of a man's service as to how long he can be sick, provided that he gets a doctor's certificate that he is really sick.

*By the Chairman:*

Q. Regarding the secretary's staff, what general principle would be applied to the payment of those during the absences indicated there?—A. Whenever they are taken ill, they make application for sick leave, and furnish a doctor's certificate as to their physical condition, and if they are really sick, and on that we give them leave according to what the doctor says they require within the limits fixed by the Commission.

*By Mr. Redman:*

Q. Do they all come before you?—A. Yes, the procedure is this: I have a form that has to be filled out by the head of the branch giving certain particulars. There are about seven or eight questions asked, and he has to sign that with his recommendations as to what is to be done, and that is sent to me for approval.

*By the Chairman:*

Q. Of course they get their pay when they are absent on sick leave?—A. Yes, when everything is in order, and we have no reason to believe that they are otherwise than sick. Here is one absent 228 days. That man has been away a full year. He has arterial sclerosis, and he will never be back in the department.

*By Mr. Mowat:*

Q. How old is he?—A. I think he is only about 45. Then I see one girl 82½ days. I do not know anything about her. Another girl has 112 days. She is consumptive, that girl, and she loses one third of her time every year.

*By the Chairman:*

Q. Have you any other consumptives in your Department that you know of?—A. No, I cannot think of any cases that impress themselves on me sufficiently to remember. There are cases of continually recurring reports from the doctor.

*By Mr. Stevens:*

Q. In what department is that consumptive?—A. She is in the law branch, a copyist.

By Mr. MOWAT: I think that the new Department of Public Health might very well take cognizance of such cases. Why should a tubercular girl be associating with people in the Government Service. The government should look after her. You have, I believe, an old man of 78 in your department, directly under you I believe. How many days was he absent?—A. He is away without pay now. He has exhausted his year's leave of absence, and was not able to come back. He was the head messenger.

Mr. MOWAT: I would say that the Dominion of Canada might very well look after that man.

*By Mr. Redman:*

Q. How long has he been there?—A. He must have been there for 35 years.

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*By the Chairman:*

Q. Before leaving the Secretary's branch, outsiders like ourselves are struck with the general absence of employees. I see that there were only four or five in that branch who were not absent last year. If there was something which necessitated so much absence from that branch, I could understand it; an epidemic which swept through that branch and did not strike other branches. That would explain it. But unless there was something of that kind, it is difficult to understand why there should be about ten per cent absence?—A. If I were to make a recommendation, I would abolish all sick leave. It is abused, and most terribly abused, and the doctors abuse it as much as the civil servants.

*By Mr. Stevens:*

Q. Do you think that it would be advisable to have Civil Service medical inspectors?—A. I have always been in favour of appointing a man on salary, or two men if necessary, and make them all be examined by that medical man. Even he will not be perfect; he will have his easy moments like the others and let things go by. I have made inquiries at the doctors. I have called them up, and have said "I do not think that so and so is really sick." They get offended and say you are insulting them. They say "I am a doctor," and you have to let it go at that.

*By the Chairman:*

Q. Can you say that sickness was the cause of all that absence?—A. Sickness, real or alleged, is the cause.

*By Mr. Redman:*

Q. Would you give us your opinion of these regulations prepared by the Civil Service Commission?—A. They are too generous altogether.

Q. Do they have a good or bad effect on the efficiency of the Civil Service?—A. I will tell you what I find. I find clerks of the department reading these to see how much sick leave they can get in the year, and they set out to get it. They say, "How much am I entitled to take." They think it is a right, and the object then is to get it.

Q. It is all on one page?—A. Yes, it is very comprehensive. They can get their arms around this very nicely, and see what they can accomplish.

*By Mr. Stevens:*

Q. They look upon that as a right, the same as they look upon holidays?—A. They see they can take so much, and they think they are entitled to it.

By the CHAIRMAN: That is my experience of human beings in sickness, and I was surprised to hear some of the witnesses who have appeared before us say that it was not being taken advantage of. My experience is that it would be taken advantage of.—A. Certainly it is taken advantage of; it is only human nature that it should be taken advantage of.

Q. I find that the same condition does not exist in the other branches. Why should it be only in that branch?—A. The other branches may have had records of that nature in other years. I cannot say just this year. I do know of these cases I have pointed out. For instance I see one here, (referring to list), who was always on his job. That was the first illness he had. He broke down completely and went all to pieces.

Q. Would unusually heavy work account for it, or would the leniency of the head of the branch account for it?—A. It would decidedly.

Q. You think that might be the case?—A. Yes.

Mr. STEVENS: I notice that the engineer's branch has very, very few cases.

*By Mr. Redman:*

Q. They are temporary largely?—A. No, that statement you have there would be all right.

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*By Mr. Stevens:*

Q. The architect's branch is pretty moderate. For instance, out of this long list of 46 names there are only six.—A. A great deal depends, of course, on the head of the branch. That was very well demonstrated in those reports which used to be made to the Commission and are made yet, on the employee's record, that is, as to his conduct, aptitude, industry, and so on. The personal element entered into this so largely that some of them were really useless. Some of the heads would give an honest opinion and write accordingly; another man would mark "excellent" all along.

*By the Chairman:*

Q. It is easier to do that?—A. It is easier to do that. He would say, "Why should I fight against this fellow and get his ill will; I will mark him good or excellent," so that these fellows were not marked up in the way they should have been marked.

Q. And you find the same thing in regard to sick leave?—A. It is a little different. They get a doctor's certificate and it is easy to get that.

Q. They are allowed six days' absence without a doctor's certificate?—A. Yes.

*By Mr. Redman:*

Q. You say that the temporary staff do not get paid for sick leave?—A. No.

Q. Have you found that during that period there was more sickness among the permanent staff?—A. Decidedly.

Q. Have you found any difference as to absence on the part of the temporary staff since these regulations were passed?—A. The recommendations are coming in now the same as for the permanent staff.

Q. Did you find any difference after the passing of these regulations?—A. The attendance of the temporary staff never came before me in that way, so that I have never made that comparison as to how often they were sick before, because we did not pay them, and nobody bothered. We knew that they would come back to get their pay again. So I am afraid I am not in a position to compare.

*By the Chairman:*

Q. I notice that a number of your employees are absent on military service. What was done to fill the vacancies while they were absent?—A. In some cases, we got along without appointing anybody. In other cases where a man was doing work that had absolutely to be attended to, a substitute was appointed, but only for the term of leave for military service given to the other man. We have not kept one of these military substitutes after the other men returned; they went automatically.

Q. I presume your staff was reduced on account of absentees through military service?—A. Oh, yes; very considerably.

Q. And you get along with the work nicely during their absence?—A. By appointing substitutes in some cases, and doing without anybody in others.

Q. When they come back, they will get their positions, and that will increase the staff again?—A. No, that will increase the staff to the extent of the work we had done without employing substitutes. Of course, with the substitutes going, that leaves the staff the same.

Q. Did you make some temporary appointments?—A. Those were temporary, those substitutes. We had 274 men who enlisted.

Q. Inside and outside, both?—A. Yes. There were 274, and of these 102 have returned, and 30 have been killed.

*By Mr. McCrea:*

Q. How many substitutes have been appointed?—A. I have not got that. I thought I had that information here, but I have not got it.

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Q. Could you get that information?—A. Certainly.

Q. That is to say, how many of those places were left vacant, and still the work went on.

*By the Chairman:*

Q. Men have their salaries increased according to the length of service and the division in which they are. Is there a tendency for men to receive large salaries who are possibly doing more or less unimportant work, that is, the salary paid is larger than is necessary in order to have the work done, simply because his length of service entitles him to that salary?—A. Yes, that is a natural result of the system. A salary is paid for long service irrespective of the work he is doing. Naturally, any service would get top heavy under these conditions.

Q. It increases the cost of the service unnecessarily?—A. Yes.

*By Mr. Mowat:*

Q. When an old servant in one of the scientific branches is past working he is utilized consulting. Could some such device be introduced with regard to a messenger: not consulting because he could not do that, but he could be put on reduced pay, for instance?—A. Oh, the thing to do is to give the man superannuation.

Q. But we have not got that?—A. But you can put it in the Appropriation Bill, to provide a certain amount of money to do certain things. That gives you the power to do that.

Q. I would not think so, unless we had a general scheme of superannuation on an actuarial basis, by which the others would contribute?—A. No, it would not need that. In fact such a scheme has been worked out and is all ready to have the Parliamentary sanction, and the money provided to retire these men.

*By Mr. Stevens:*

Q. In other words, you suggest that where there has been no provision made for superannuation, we should arbitrarily discharge these people and pay them a portion of their salary?—A. Exactly.

Q. To be fixed in the estimates?—A. Yes, and that has been arrived at; it has all been worked out by the Civil Service Commission. They are all ready to do that if they are allowed to do it.

*By Mr. Mowat:*

Q. Nothing has been placed on the table of the House in regard to it?—A. No.

*By Mr. Stevens:*

Q. Would it be in the classification?—A. No. It would be an arbitrary thing, because superannuation by the co-operation of the employee presumes a period of years of payment by the employee.

*By Mr. McCrea:*

Q. What are the supposed hours of labour?—A. Nine to five, with an hour and a half for lunch, and during the months of June, July and August, four o'clock.

*By Mr. Charters:*

Q. How about the punctuality?—A. That is not bad. It is a matter for the head of each branch to see that his clerks are on the job.

Q. Could you reduce the staff by thirty or forty without decreasing the efficiency?—A. Yes, increasing the efficiency.

Q. And in that way you would save, assuming they were not paid anything, thirty or forty thousand dollars a year?—A. Oh, yes, easily. The salaries would well average a thousand dollars.

[Mr. J. B. Hunter.]

## APPENDIX No. 6

*By the Chairman:*

Q. Have you any statement to make to the committee regarding the adequacy of the salaries in your department?—A. I think our department is pretty well paid. We have been pretty well looked after.

Q. Is there any work done for your department by other departments, or are you self-supporting, so to speak?—A. Yes, I think we do more for other departments than other departments do for us. Occasionally we are able to get information and save money in regard to surveys. We occasionally use the Mines Branch in connection with our dredging operations as to what sort of materials are found in certain localities, and these are about the only instances that we call on other departments.

Q. What do you do for other departments?—A. Well, we have in connection with our architectural engineering staff a photographic branch, and we make photostatic copies of blue prints, etc., and we do that for all the departments, particularly Railways, Naval Service, and Marine, as well as our own.

Q. Can you tell us what branches of work are carried on by your department in which similar work is carried on by other departments?—A. We have a Geodetic Survey staff attached to the Engineering staff, and the main Government staff for that work is with the Interior Department. There is no necessity for our having a Geodetic Survey staff whatever. Then in connection with the surveys that are made for river improvement, not for dredging, but regulating works in the way of dams and sluices, there is considerable duplication of information between the Interior Department Water Power Branch and our engineers. They practically go over the ground that we have gone over, and we go over the ground that they go over, and in the Marine Department it is the same way.

Q. There is duplication of the work in that respect?—A. There is overlapping of the engineering surveys in the Dominion. They tried to overcome that a few years ago, and the Deputy Ministers and Chief Engineers of these departments considered the matter, but they could not get anywhere. One department did not want to give up anything to the other fellow. They said, "If we want this information we will go and get it. You attend to your business and we will attend to ours." That was the attitude and it got nowhere. So that the only way would be by the Civil Service Commission knocking their heads together and saying, "You do this, and you do that," and parceling the work out in that way.

*By Mr. Stevens:*

Q. Would the Civil Service Commission be a competent body to do that?—A. I do not know about this Commission, but they could get at it the same as they are getting at the classification. They are not making this classification.

*By the Chairman:*

Q. They could bring pressure to bear on the departments?—A. Yes, their moral effect would be good.

*By Mr. Stevens:*

Q. What would you think of this suggestion, that the Deputy Ministers of the departments should meet, say at stated periods for the purpose of conferring with one another in a joint effort to reduce overlapping in operations of departments? You have, I notice, a Purchasing Department. Of course, we are putting through a Purchasing Commission Bill. I am not discussing that, but what I am discussing is this. There are certain departments which are heavy purchasers, the Public Works, the Marine and Fisheries, Naval Department, and Railways and Canals, and the material purchased is very similar; for instance you would be purchasing a lot of steel?—A. No, very little steel.

Q. You might be purchasing different articles of a similar class?—A. Yes.

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Q. Why should not the different departments co-operate in purchasing and buy to better advantage than buying separately?—A. No reason whatever.

Q. Would it not be a good idea, if it could be arranged, to have some co-operation between the Deputy Ministers?—A. That is what I understand the War Purchasing Commission, which has now become the Civil Purchasing Commission, was intended to do, to get from each department its requirements along certain lines and place orders in a wholesale way.

Q. Would that eliminate these departments altogether?—A. No, because you would have to handle your requisition through your department. That information would have to be given by the Purchasing Agent of each department. The way they do business, they do not handle it direct. They have a purchase made under their instructions for each department, and I do not know that it would save much if they made these purchases direct, and of course you could do either of these things; transfer all these purchasing branches to that commission, let them sort them out and handle the whole thing, or leave it with the staff to direct these purchases, leave it to them and have it dealt with in their own way by this purchasing staff.

*By Mr. Stevens:*

Q. We are seeking to reduce the Civil Service to efficiency. We have these Purchasing Departments, in the large departments like the Public Works, Railways, Marine, Naval, Interior, and so on. Now we are going to appoint a commission to do this purchasing, and still retain these staffs. That seems to me a very injudicious and expensive way of carrying on. Either this ought to be brought together under the new Commission, or the new Commission, in your estimation, would be a perfectly useless institution.—A. Let me tell you in that connection what may strike you as funny: We had no purchasing branch until this Purchasing Commission was given charge of certain branches. Each branch of a department did its own purchasing direct, but when that commission came into operation and they had to deal with each branch, they said, "For Heaven's sake get some central authority we can do business with. We do not want to be travelling from the Chief Engineer to another official, and then to some other official. Get a central branch and let us deal with your central branch and let it deal with us". Therefore our purchasing branch, which we never had till a year ago, was organized.

*By the Chairman:*

Q. This is really to co-ordinate the purchasing branches to do business with the Purchasing Commission?—A. Yes.

Q. Previous to that each branch did its own purchasing?—A. Yes.

*By Mr. Mowat:*

Q. Do you think that the welfare of your Department would be benefited if you had the power to dismiss for inefficiency or insubordination?—A. I think it would, because then you have a grip on the whole machine.

Q. It is said that human nature differs in different deputies and that some would be tyrannical, and that some would have preferences.—A. I have no doubt of it.

Q. And spites; and that that would interfere with justice?—A. I have no doubt it would.

Q. That is human nature. What is your suggestion as to how that could be tempered in case you dismissed?—A. By appeal to the Civil Service Commission.

Q. Your idea is that the Deputy should be given full power to dismiss with the right of appeal?—A. Yes. I would just like to add this, in connection with the position of the Deputy Minister. It is all right to give him this power, but consider his position in relation to the Minister; supposing he undertakes to fire somebody in the department who has friends, or who is a friend of the Ministers, he is going to be nicely embarrassed under these circumstances.

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Q. But the Minister has no friends now,—A. Oh, decidedly, lots of them. There is as much human nature, if not more, in Ministers as in any other people. There is the impracticable part of that proposition; a Minister is in charge of his department. There is no gainsaying that. There is no use giving the Deputy Minister power to do this, that or the other thing; he is not going to do it unless his Minister approves.

Q. And he might be beset with a friend of the party dismissed?—A. He assuredly would.

*By Mr. McCrea:*

Q. The Minister has more friends than the Deputy?—A. It is the Minister who has friends, because he is the political head of the department; yet the Deputy has to preserve friendly relations with the Minister, or else there would be a separation, and it would be the Deputy who was separated.

Q. It is admitted by one or two Ministers that the departments are overmanned. On the other hand, the Civil Servants are asking for more pay which I guess they have to get as the cost of living has increased. Do you not think that that could be overcome by reducing the staff and increasing the pay, by getting more work done?—A. I do.

Q. Do you not think that that is the proper way to do?—A. I do. We were discussing that before you came in.

*By Mr. Mowat:*

Q. The question is how to reduce?—A. That could be worked out. He is getting the work through, and through properly, and I think the fear of favoritism on the part of the Deputy would be much less than under the present circumstances.

*By Mr. McCrea:*

Q. Is it not your experience that the man whose duties call upon him to be reasonably busy is more efficient than the man who has nothing, or who has not so much, to do?—A. Decidedly.

Q. My experience is that the less you give a man to do, the more negligent he becomes?—A. I think the man's health is better. You would have a great deal less sick leave if the work was harder. If they are kept humping, they would enjoy the work, and they would get it done efficiently.

*By Mr. Mowat:*

Q. I do not like this idea of the Minister having any power at all to interfere?—A. You cannot help it.

Q. Why should he have to do with the Civil Service? Can you suggest some way by which that could be avoided?—A. I do not think it can be avoided.

Q. If the public understood that the Minister had nothing to do with it, that it was a matter for the Deputy and the Commission, they would know it would be futile to go to him?—A. Yes, but supposing you were a Minister, and that you had some man in your constituency who is very important. Supposing he has some nephew in the service, and that nephew is no good. The Deputy would fire that nephew, but the nephew takes good care to let the Deputy know that he has a high power with the Minister, and if anything comes up, the Minister will tell you that you will have to find some work for that fellow, and that he is not to be fired.

Q. I want to get rid of that?—A. As long as you have Ministers, you cannot get rid of it.

Q. We got rid of it with regard to appointments to the service, and why should we not get rid of it with regard to discharging men?—A. You can go a certain distance all right, but you cannot get rid of the political end of the Civil Service machine to that extent. The political head is responsible for his department, and he is going to have some say about it.

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Q. How long have you been here?—A. Twenty years this October.

Mr. McCREA: The only way to remedy that is to get legislation passed in the House that the Civil Service will be subject to the Deputy and the Civil Service Commission and that the Minister will have absolutely nothing to say.

*By Mr. Mowat:*

Q. That is what I am suggesting, and he says that it cannot be done?—A. The only way you could do it would be by making a Deputy Minister's position the same as a judge's, removal on a two-third vote of both Houses, when he could tell the Minister to go to the devil if he insisted on interfering.

*By Mr. Redman:*

Q. A Deputy Minister can be removed by an Order in Council?—A. Yes, he is employed at pleasure.

Mr. STEVENS: I would suggest another point of view. Mr. Mowat says that he does not think the Minister should have anything to do with it. I take this view, that the Minister should not only have something to do with it, but that he should be held responsible for the efficiency of his department. He is the head of the department, and whoever is head must be held responsible, just as if I were a Minister, the Deputy would be held responsible to me. I think that every Minister should hold his Deputy responsible, but to the public and to parliament the Minister must be responsible.

*By Mr. McCrea:*

Q. The Civil Service Commission should have the right to discharge members of an overloaded service without consulting the Minister or anybody else.—A. They have that right, but they won't exercise it.

*By Mr. Mowat:*

Q. Is it not anomalous that we appoint a man, judge of his fitness, and so on, and yet the moment he is there he cannot be dismissed because of political influence. Surely we can get round that difficulty?—A. Of course, you can get a man appointed in that way. We have the privilege now of rejecting. We want a man for certain work. We state the qualifications, and apply to the Commission. They appoint a man, and we have the privilege, if that man is not satisfactory of sending him back to the Commission, and of saying: This man is not capable, give us another. If he is sufficiently capable, he is accepted. If he slows down after he is appointed, then is when that other influence comes into effect, going to friends he has outside of the Civil Service Commission, and starting to operate politically.

Q. Once he gets in, he is in a different position from that he occupied in getting in?—A. Exactly.

*By the Chairman:*

Q. What means have you of knowing whether a subordinate employee is doing his work efficiently or inefficiently?—A. I have no means other than the reports of his chief, because I do not see him, and have no personal contact with him, and therefore cannot judge. It is only those that I come in personal contact with that I can judge as to their personal efficiency or otherwise. My own staff I know, and if they are not satisfactory I change them. I send them to another branch. I have to have a staff around me that is efficient.

Q. If you dismiss a man from the Service, it would probably be on the report of the head of the branch?—A. Yes.

Q. Then it would not be the Deputy who brought about dismissal?—A. He cannot have a personal knowledge. He does not work with the man. We get reports on individual work. I spoke of that. It all depends on the head of the branch. Some are easy, and give you a nice report and these reports go to the Commission.

[Mr. J. B. Hunter.]



## APPENDIX No. 6

*By Mr. Mowat:*

Q. Let us follow up that question of the independence of the Deputy Minister. It is suggested that there is a difference between the Auditor General and a Deputy Minister of a big department like yours. Do you see any objection to putting the Deputy Minister in a position that would not make him dismissable except on a joint vote by both Houses of Parliament?—A. The only objection to that would be that the Deputy would then run a show of his own and become tyrannical, just as you indicated, and that the last condition of the individual might be worse than the first.

Q. I am not asking you to guess. We can do that ourselves, but I want your opinion.—A. My opinion is that it is not practicable, that no Government would stand for having Deputy Ministers independent of the Ministers, and I do not think they ought to be.

Q. Can we make a change which is going to be beneficial to the service?—A. By changing the status of the Deputy Minister?

Q. Yes.—A. Well, it is problematical, if you did it, whether it would benefit the service, and, as I say, I do not think it is practicable to do it.

Q. Leaving out the political practically, of which we may be better judges than you, suppose it is done, is it going to be for the benefit of the service to have an independent head, as a deputy?—A. That is a pretty large question for me to answer.

Q. You have not thought it out?—A. Yes, I have, but it would have to be tried. My answer would only be guess-work and would not help any. My opinion would not be worth anything. Supposing I said yes, or supposing I said no, what difference would it make? You do not get anywhere by that answer.

Q. I understood you favoured it at first?—A. Oh, no, I would rather a great deal work in harmony with the Minister than opposing him, because you would not get the Minister to stop getting after the Deputy, even if he were made independent. The result would be the Minister and the Deputy would be at odds and evens most of the time about somebody.

Q. We assume both would have common sense and would want to work together.—A. You do not give them any inducement to work together if you make them work independently.

Q. To do their duty they must come together?—A. There would be dissatisfaction. I do not think it would work out.

Mr. MOWAT: It looks to me as if a Minister in Canada is too much of a departmental man and has too much to do. To-day they are worked to death, and I think they should leave half their work to the Deputy.

The WITNESS: There is no doubt about that.

*By Mr. Mowat:*

Q. And attend to the administrative part?—A. And you cannot get a Minister to do it because the members of Parliament won't let him do it.

Q. We want to help them.—A. You will have to reform the members of Parliament before you can do it.

Q. We want to help the Government of the country. There is a change since the war began.—A. I should say there is.

Q. In the attitude of the ordinary member of Parliament, he is not such a partisan as he was. I want to know if we cannot pursue this thing to see if we cannot take the departmental work off the Minister—bothering about whether you should dismiss this man or not and those piffling things, and leave it to the Deputy?—A. Suppose you want a public building in West Toronto, and I say, "No, that public building is not justified, you cannot have one". Where do you go? To the Minister, and you say, "I want a public building there". You would not let me run the Department. You would not take my "no" for it.

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Q. I would personally?—A. I am using the word in the impersonal way. I am speaking for the ordinary member of Parliament and I know what I am talking about because I have had the experience, and there is no doubt about it.

Q. What we are looking for is reform or improvement?—A. I do not know how you are going to work it.

Q. You can if you get the right psychology—the right idea? (No answer).

*By the Chairman:*

Q. Under the Act the Deputy has after all no power of dismissal?—A. Not under the present Act.

Q. As to the overlapping of work, can you suggest any other class of work which is carried on by several departments where overlapping occurs?—A. It is chiefly in the engineering end of it that the overlapping would naturally occur. There is some overlapping. For instance, penitentiaries erect their own building, and the Militia Department has tried to build its own buildings, and succeeded in building some, and the Military Hospitals started to build their own buildings, with the Construction Department lying beside them, but that was taken away from them last April, and we are building them, but I am not sure whether we are building all of them. There is where the overlapping comes in, and it is those two different branches where individual branches undertook to do their own construction.

*By Mr. McCrea:*

Q. Regardless of whether the Deputy has the power to dismiss or the Minister has the power, is it your opinion that the service would not suffer but would rather be improved by reducing the number in many departments and increasing the pay to those who are worthy of it?—A. Decidedly, that is my opinion.

Mr. STEVENS: I think we all appreciate the courtesy and frankness shown by Mr. Hunter in his evidence to-day. He has given practical advice to the Committee which in my estimation is very satisfactory.

The CHAIRMAN: The Committee appreciates the evidence given by Mr. Hunter this morning.

The Committee adjourned.

MONDAY, June 2, 1919.

The Committee met at 11 o'clock, Mr. Steele in the Chair.

Mr. R. C. DESROCHERS, sworn.

*By the Chairman:*

Q. You are Secretary of the Public Works Department.—A. Yes.

Q. How long have you held that position?—A. For the last 9 years.

Q. We notice in the report which we have from your department, Mr. Desrochers, in the Secretary's Staff a great deal of absence recorded during the last year, and we feel we would like to have from you an explanation of those absences amounting to about 10 per cent of the time which should have been served by the staff.—A. Yes, there was a great deal of sickness during the last year probably caused by the influenza epidemic, and we have had a number of other clerks—

Q. Just following up that point so that we can get at the facts, how many were absent on account of influenza?—A. Does not the list give that?

Q. No, it does not specify who were ill on account of influenza.—A. Well, I am sorry to say that I haven't any information with me, but I can very easily procure it.

[Mr. R. C. Desrochers.]

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*By Mr. Stevens:*

Q. You could easily get at the cases that arose from influenza by the dates of the absences because the influenza did not start till the first of October or the end of September?—A. Yes, I could get that from the records but I could not give it from memory.

*By the Chairman:*

Q. We would like you to supply the committee with that information?—A. Yes, I can do that.

Q. And also perhaps you might give us information as to the number of days absence on account of sickness in your branch, during the previous year, 1917.—A. Yes, there are a number of clerks there down fairly extended absences as you will notice.

Q. Give us an explanation of those cases, will you, without specifying the names; you might just refer to that. (Tabulated statement handed to witness).—A. There is one of the clerks, regular, who has charged against him 228 days' absence; that was the finish, he will not return to duty any more; he is suffering from hardening of the arteries and his departure may occur at any time; there is no doubt about this case. Now there is another one who is suffering from neurasthenia. I know of these cases personally, in my official capacity, and I know they have been ill. Of course doctors' certificates have been produced.

Q. They are drawing pay?—A. Not recently, not these people; one of the clerks was drawing pay but the other, the one in the records room, the first one that I mentioned, was on leave without pay and is now hoping that there may be some legislation that will enable us to deal with his case.

*By Mr. Stevens:*

Q. How long have these officials you are referring to been in the service?—A. They are very old employees. There is another one, in the records room also, who has charged against him 150 days; he was very ill with bronchial trouble. I know that personally, and he had to go to Alberta, to some other climate, in order to try and recuperate.

*By the Chairman:*

Q. Not tubercular?—A. No, not tubercular, but his trouble was probably caused by an accident that occurred where he underwent severe exposure. These are the three cases of extended leave that I see on the list.

Q. What struck the committee as peculiar in this report was the great amount of absence in your branch, much more than in any other branch, and that is the reason we wish to hear your explanation particularly; we could not see any reason why there should be more in your branch than in any other?—A. Well, the disease microbes did not use proper discretion when attacking my branch I fear.

*By Mr. Stevens:*

Q. In that report, for instance, is every day recorded accurately when an employee is absent in your branch?—A. Yes, they keep a very accurate and a very strict list.

Q. Then that list would be correct?—A. Positively true.

*By the Chairman:*

Q. Let me draw your attention also to the fact that probably the employees in your branch were beyond the age when influenza was very likely to attack them?—A. That is possible; those that I have mentioned are not influenza; they are usually special cases.

Q. No, not the special cases. There are only four or five or your staff that were not recorded as being absent more or less during the last year?—A. What this gentle-

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man (Mr. Stevens) says about recording attendances is exactly why we are able to give this statement in such detail, otherwise if we did not have the attendances recorded we could not tell you the number of days absent.

Q. What is your procedure when a person is absent? Must they obtain leave of absence?—A. For sickness they must get a medical certificate and we work on that to get the Deputy's authority for payment of salary during leave.

Q. How long may they be absent without producing that certificate?—A. Six days.

Q. And how frequently during the year can that absence be taken?—A. It may occur frequently.

Q. And how many days in the whole year would be allowed?—A. Providing it would not be at close intervals, I do not think it would make any difference how many times they would be absent.

Q. Might it be six days each month?—A. It might be each month perhaps.

Q. That is according to the regulation?—A. That is under the regulations.

*By Mr. Douglas:*

Q. I suppose the Deputy exercises discretion as to whether salary should be paid or not?—A. Oh, yes.

Q. And sometimes I suppose they are refused pay?—A. There has been no case to my knowledge when there has been a refusal of pay for absence on sick leave.

*By the Chairman:*

Q. Suppose an employee is absent six days and returns, what inquiry, if any, is made as to the cause of the absence?—A. If an employee has been six days absent, we ask for the usual medical certificate, although we are not required to do so. The regulations require that satisfactory evidence be furnished of the absence.

Q. They are permitted to be absent six days without a certificate?—A. Yes, but that is just so that the Deputy may be satisfied with regard to that particular case.

Q. Is it your custom to ask for certificates in your branch?—A. I do in most cases where leave of absence is beyond two days. Where the cause is quite clear to me I do not ask for a certificate for six days. There are, as you may be aware, some clerks that are under, not suspicion, but who are not as free from doubt as others as to their movements.

*By Mr. Stevens:*

Q. Do you consider that the practice of obtaining certificates of the private doctor of the family is a satisfactory method?—A. We have doubts at times, but we cannot go back of the certificates.

Q. Do you think it would be a good idea to have a doctor on salary by the government to examine?—A. Exclusively a government doctor, yes, a health board perhaps of some sort.

*By the Chairman:*

Q. What guarantee would that give that doctor's certificate would be any more reliable than the certificates of the other doctor?—A. He would not be exposed to the influence of the family relations. A family physician is asked, "We want a certificate for rest." The man says he is very tired. Probably he will give the certificate, whereas if the government doctor were asked for the same thing, he would exercise greater care in granting the certificate.

Q. You will admit, I think, and that would seem apparent to the committee, that so much absence must interfere with the efficiency of the work in your branch?—A. It does, to a certain extent. The efficiency itself is not interfered with, but it throws a lot of work on the others who remain. We manage to carry on with the staff that remains, and I do not think we have suffered very much in that respect, but it certainly throws work on the others.

[Mr. R. C. Desrochers.]

## APPENDIX No. 6

*By Mr. Stevens:*

Q. You could dispense with a dozen or two from your staff, could you?—A. They are working overtime.

Q. Just in the session?—A. No, regularly. We have lots of overwork. The staff in the Secretary's branch has not increased correspondingly with the growth of the department.

*By the Chairman:*

Q. But the fact that there are so many absentees must interfere with the work in the department. The work may be done, but it injures the efficiency. Some of the employees will feel they are doing the work of the absentees, and that does not make for efficiency?—A. No, it does not, but the staff has been very willing, and they have worked themselves off their feet to keep up with the work.

*By Mr. Stevens:*

Q. Do you know that regulation regarding sickness in the Civil Service regulations?—A. Yes.

Q. Three months, and so on. I think we have a copy here?—A. yes, I am acquainted with that regulation.

Q. You are familiar with that?—A. Yes.

Q. Do you think that is an encouragement to secure more sick leave?—A. Well, some may want to go the limit.

Q. They look upon it as a sort of privilege or right to get that amount of leave?—A. Some would feel inclined that way, but it is hard to control the situation.

Q. Have you a suggestion to make as to how we could very much more effectively control the leave for sickness?—A. Perhaps if the initial leave were limited to a short period, and then insist upon a fresh medical certificate for any further extension of leave, it might deter an employee from taking full advantage of a longer period. For instance, the clerk may be given two or three months' leave of absence. One may be sure he will take the full two or three months, whether he has recovered or not, and doctors will give a certificate estimating the period of convalescence, and it is very difficult to estimate that period of convalescence. An employee may recover very quickly, but he will not come back to the Department if his leave is for two or three months. He will take the full time. If, in the first place, he had been given only one month, even if the medical certificate had been for two or three, at the end of that month, if he were obliged to secure a further certificate, it would certainly put him to that trouble, and the doctor might hesitate to continue the certificate if the man were well enough to resume his work.

*By the Chairman:*

Q. That would apply chiefly to the long absences?—A. Yes.

Q. Why should an employee of your branch not report on the second day when he felt he was going to be absent on account of sickness? You can understand why they would not report the first day, but if they are going to be absent more than one day why should they not report?—A. Well, they usually do. They telephone. They usually advise us.

*By Mr. Stevens:*

Q. Do they telephone from the Gatineau?—A. Hardly.

Q. That is a great place for recuperating?—A. Not so far as we are concerned.

Q. One of the chief prescriptions is a fishing trip?—A. If you notice, most of these absences are women.

*By the Chairman:*

Q. Do the women take advantage of that, in your opinion?—A. Of the Gatineau?

[Mr. R. C. Desrochers.]

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Q. No; do they take advantage of the regulation which permits an absence of six days without certificate?—No, I do not think so; only on account of sex restrictions they are absent a little more than men are, more frequently short absences.

Q. That would apply to a very limited extent?—A. Yes.

Q. Unless the employees were more delicate than the usual female employees, it would not apply to any great extent—only a very limited extent; that is, it need not apply?—A. No; it probably rests with one's own conscience and sense of duty whether they come or not.

Q. We would like some other influence than the conscience of the employee regulating that, and that is the reason we are pursuing this inquiry?—A. Well, in a recent case I had doubts regarding the bona fide absence of one employee, and it was a short absence, and there was no medical certificate furnished. Well, I had inquiries made. I went to some trouble, and the doubt was removed, because I had a very satisfactory medical certificate later on; so that in any case where there is doubt we generally follow it up. I know I do in my own branch. In most of these cases I follow it up.

Q. Then you will let us have that information?—A. Yes, a statement of the causes of the absences.

Q. And the amount of absence last year in your branch?—A. Yes.

*By Mr. Stevens:*

Q. What is your opinion regarding the superannuation system for the older employees?—A. Something certainly should be done, because we have at the present time on our staff a number of old men who are waiting for such legislation to retire.

Q. As an experienced civil servant, you would favour it?—A. Certainly.

Q. Would you favour a system that would provide for a contribution annually or monthly by the employee?—A. I would favour a contribution.

Q. It makes the employee more responsible?—A. Yes.

*By Mr. Douglas:*

Q. If these old employees were superannuated, do you think the department would be conducted more efficiently without them?—A. I think in some cases it would. There are some old employees who are still rendering good service, but there are others whose days of usefulness have somewhat disappeared. I shall send you a written statement.

*By Mr. Boys:*

Q. With regard to the superannuation question, we have considered that along side, as it were, of the other question of retaining them just to do what work they could, and of allowing them to continue to work so that they would not sacrifice their health or their prospects on that account. We had one witness before the committee who seemed to think that a man of 65 or 70 if retired, would grieve so much that it would hasten his end. Have you considered that aspect?—A. No, I cannot say I have. It would not appeal to me very much.

Q. You are satisfied that superannuation is the proper method of treating such cases?—A. Certainly, you cannot put a man on the street who has grown old in the service without some allowance.

Q. It was not suggested to put him on the street. The suggestion was that he should be retained in the service, because, even if he were superannuated, he would have nothing to do and could not put his time in?—A. He could go fishing and enjoy himself.

Q. It was seriously told us here that he would not know what to do with himself?—A. That does not appeal to me, that reason.

Q. We developed a thought, which we finally described as a peak load in various departments. You gather what I mean?—A. Yes.

[Mr. R. C. Desrochers.]

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Q. Have you that in your department?—A. We have increased the volume of work in a tremendous proportion within the last few years, not especially since the war, but previous to the war. The augmentation of work was very, very marked, probably one hundred per cent or one hundred and twenty-five per cent and the staff has not kept pace with the increase.

Q. Have you a staff which can cope with the peak load?—A. At present, I think we have.

Q. Of course, you are more or less slack compared to what you were before the war?—A. Strangely enough, although our appropriations showed a fair diminution, the work remained pretty near the same. Our files of correspondence show that the number of reports received has been increasing, notwithstanding the fact that our work on construction has decreased.

Q. If you have a staff which can cope with peak load conditions, one would infer that when you have not peak load conditions you have more employees than are necessary?—A. That might apply to construction work but not to secretarial.

Q. Have you any suggestion to make that would remedy that, because if that condition exists in other departments, it is a serious proposition, and it strikes me that it could be remedied?—A. It would be difficult with a permanent staff; we could not let them off.

Q. Take stenographers for instance, you have stenographers enough to take care of the peak load conditions so that you must of necessity have a number who are idle under ordinary conditions?—A. Yes, but one can hardly say when the rush of work will come in.

Q. That is the very point. You have to keep a staff to take care of the peak load conditions. That is what I wanted to find out. We understand that that is so in other departments. This idea occurred to me, and received some approval from some former witnesses, that you might have what might be called a relieving staff?—A. Pardon me. I do not wish to convey the idea that we have in the Public Works Department a reserve staff to take care of peak load conditions.

Q. No, what I mean to say is that you have the regular staff which may be able to take care of peak load conditions, and therefore, when you are operating under ordinary or light conditions you have more stenographic help than you require?—A. That may apply to some branches. I am not competent to say as regards other branches, but it may be the situation with regard to other branches.

Q. We want to see whether we cannot overcome that, and it occurred to us that if you had a relieving staff, that staff could be called upon for this branch or that branch when that particular branch had a peak load, and when some of the other branches perhaps were operating light?—A. That would apply to the clerical help.

Q. Yes, I quite understand that it could not be applied to superintendents or assistants, but would that idea appeal to you as workable?—A. Yes, it would have to be developed.

Q. Would you think it proper to have a relieving staff for each department, or a relieving staff for the whole service?—A. Where the work varies in different departments, a reserve staff suitable for one department would not always be suitable for another.

Q. That is what we figure out. We were given to understand that in one department the staff gave trouble in this way: The stenographers instead of being assigned to a particular officer worked together in one room and could not be called upon by the various officers in any other branch. Do you operate in that way, or are they assigned to particular officers?—A. Yes, they are assigned to individual work.

Q. Do you not think that trouble could be overcome by having a relieving staff in your own department, or a general relieving staff to be called upon by any department?—A. It looks a good idea.

Q. You think it is worth giving some thought to?—A. Yes, I do.

Mr. W. W. CORY, sworn.

*By the Chairman:*

Q. What is your position?—A. Deputy Minister of the Interior.

Q. How long have you been in that position?—A. Since 1st January, 1905.

Q. I notice from the health report of your department that the employees are divided into permanent and temporary?—A. Yes.

Q. And each class is divided into inside and outside?—A. Yes.

Q. What do you mean by the outside?—A. The outside service are those who are charged up to outside votes. We were formerly able to put on outside people, chargeable to Dominion Lands, water powers, or any of these votes.

Q. They are employed in Ottawa?—A. Employed in Ottawa.

Q. Does this list include all your outside employees?—A. No, that is just the Ottawa service. We have an outside service, about equal in number. That list just refers to the service at Ottawa, inside and outside.

Q. Why is that distinction made?—A. For several reasons. One is that we have not enough clerkships to cover emergencies from time to time, and when a man or a girl is required, we have to put him or her on the outside vote. We have always done that ever since I have been in the Department.

Q. How about the permanent staff outside?—A. The permanents outside are those that are appointed—I do not know why they are called permanent. The temporaries are those which have been put on recently, I mean within a short number of years. We have temporaries on our staff who have been there for five or ten years.

Q. On the permanent staff of the outside, you have 279?—A. Yes, 279.

Q. Why are they not included in the inside?—A. Simply for the reasons I have given; we have not had the clerkships to put them in. And then we never know absolutely whether we may or may not be able to drop them off; it is much easier to drop them off from the outside than from the inside; if a man once gets on the inside service, he is practically there for good.

*By Mr. Stevens:*

Q. Have any of these outside service appointments been individuals who have failed in their examination for the inside service?—A. There was no examination at that time; we did not require any examination. But we cannot put any one on now without the approval of the Civil Service Commission, either temporary or permanent.

Q. I suppose many of these were appointed before that regulation came into force?—A. They were appointed before.

*By Mr. Boys:*

Q. As I understand it the permanent officials cannot be dismissed without an Order in Council?—A. For cause.

*By the Chairman:*

Q. How many branches have you in your department?—A. We have a good many.

Q. I do not know that is of importance, we have a list of them on the first page of the report?—A. This statement I gave to the committee gives you all our branches; there is the Minister's office, the Deputy Minister's office, Inside Accountant's Branch, Expenditure Division, Inside Division—there are somewhere about twenty all told.

Q. How are the employees of your department housed?—A. They are badly housed, they are scattered, I think we are in fourteen or fifteen buildings in the city, from the Experimental Farm right down to east of the canal.

Q. What effect has that on the work of the department?—A. Very bad. It largely increases you see our messenger staff, which is quite large; that is due entirely or to a very large extent to the fact that the department is scattered in so many different places; it also makes it very difficult to supervise or keep in touch with the various departments.

[Mr. W. W. Cory.]



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Q. What supervision do you have over the employees as a whole—practical supervision, with a view to getting the best work done by them?—A. Personally I cannot exercise any personal supervision over the various branches, as you can understand, except in the way of visiting them occasionally, very occasionally, because my time is otherwise taken up.

Q. Is there any other official who exercises supervision?—A. Yes, the Assistant Deputy Minister, who goes around perhaps once a year. Then we have a man at the head of each branch who is the chief clerk, and he reports from time to time on the work of the branch which is under the Civil Service Commission; that is required. But I have to depend very largely upon the reports of the chief clerks, the heads or the chiefs of these branches.

Q. What is the nature of the report which they make? Is it on the individual employee or not?—A. They do not report very much on the individual employee, unless it is a matter of discipline or something of that kind, but they would report on the general efficiency and standing of the branch.

Q. But that is not conclusive evidence, I presume, that every employee in that branch is doing his or her fair share of the work?—A. If I were chief clerk of a branch I think I would be able to answer for everyone in that branch.

Q. The work of the branch might be well done, and still one, two or three of the employees of that branch might be doing little or nothing.—A. That is possible, but I do not think it is in the case of our department. I do not know whether it is in the others. I generally find that if a man has anyone in his branch who is not doing good work, it is results he desires, and he wants to get rid of them.

Q. How can he get rid of them?—A. Well, we make a trade, and try and find out if she or he can do better in another place.

Q. Are there any means for trading efficiency for inefficiency?—A. There are not many. There may be another branch of the service where the head of the branch may try to see if he cannot get better service out of them than the head of the branch in which they are engaged has been able to.

Q. Perhaps you might tell us what you know about absences recorded?—A. I was just looking over that statement, and I found that our people have charged up a great quantity of military leave, I think about 9,238 days, which should not have been in that statement because that is not leave of absence in the ordinary sense of the term.

*By Mr. Stevens:*

Q. But they are all marked, so that you can distinguish them?—A. Still while they are marked as military leave, the number of days is included in the total.

Q. But deducting that from the total recorded here would still leave about 14,000 days of absence for about 1,145 employees?—A. The epidemic of last fall increased our absences very materially; some of them are even going on yet, they are still on leave from last fall, not having yet recovered.

Q. That, of course, is in addition to the regular leave?—A. That is in addition to the regular leave.

*By the Chairman:*

Q. I notice there is a great difference between the various branches; in some branches practically every employee was absent more or less while in other branches comparatively few were recorded as being absent, can you give any explanation as to that?—A. No, I cannot give you the explanation for that; that is very largely a matter of the individual.

Q. Do you mean individual absentee or the individual in charge of the branch?—A. It is not the individual in charge of the branch, because he has not very much to do with that. If an employee gets a doctor's certificate, asking for two months, thirty days, or two weeks' leave, the head takes that and never questions a medical certificate. If he were to do so we would get nowhere.

[Mr. W. W. Cory.]

*By Mr. Stevens:*

Q. Supposing we had two branches: here is one branch which shows that practically every member was absent for a considerable number of days during the year and in another branch there are very few members of the staff absent; is it not natural and reasonable to say that the respective individuals in charge of those branches are of an entirely different type? One might not be the same type of individual as the other and would not that indicate that the responsibility rests largely upon the head of the branch?—A. I do not see how the head of the branch can govern it very well; if the absences are within the regulations laid down by the Civil Service Commission I do not see what he could do.

Q. How do you explain the fact that one group of employees composed of people of exactly the same disposition and the same type do not take as much sick leave as another group of exactly the same character?—A. Perhaps one branch has a great many more females in it than the other.

Q. I do not think it follows that that fact should make a difference?—A. Now take one of the branches that you were speaking about; take the mailing lists, there are only about three males in that branch, the rest are all females, and you run down that list and you start in with one who has six days leave of absence and another one has sixty, I assume that was influenza, I do not know, but run down the list and you will find that all the women have fairly generous sick leave and we cannot get away from that.

Q. That is not usual in commercial business to that extent, or to any extent; that there is such a large amount of absence among female employees?—A. I have not much experience in commercial life, or in any other way, I cannot answer regarding that.

*By the Chairman:*

Q. There is no epidemic becomes prevalent so easily in a large office as the epidemic or desire for a few days sick leave?—A. I realize that quite well. Now, here (indicating statement) is one woman who has 83 days; I know she is a woman who is in a very poor state of health; that has been her record in the office for a good many years, I think; she is not subject to superannuation; she has no friends or relatives with whom she can live; that is my information; it is a case of either carrying her on or letting her off.

*By Mr. Boys:*

Q. In any case every one on that list of absentees in each part of your department has been brought to your attention?—A. Every application for leave, either comes to me or to my deputy.

Q. Do you mean to suggest that if in one branch you find nearly every employee absent to some extent throughout the year, and that in another branch absentees do not exist to nearly the same extent, that does not arrest your attention?—A. If you were dealing with 1,145 people, and doing a great deal of other work in addition, and two or three applications come in for sick leave to-day, and probably you do not get any more for a week—

Q. You do not grasp my point. If you receive an application by doctor's certificate, you would see it and pass it by, and that is all there is to it. That is not what I was after. What I meant was, is there any quarterly list or yearly list, or anything of that kind?—A. Nothing of that kind, except what goes into the Civil Service Commission.

Q. Suppose such a list comes in and you find that under a certain superintendent the absentees were very numerous, and more or less regular with every employee, would that not cause you to make some inquiry?—A. That would cause me to make some inquiry.

Q. I have not seen the list the chairman refers to. He asked a question which raised this point, as to the fact that in some branches the absences were constant,

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and applying to practically every employee, while in other branches very few?—A. Yes, there is the Mailing Branch, for instance.

The CHAIRMAN: There is a large number of absentees there.

*By Mr. Boys:*

Q. With that list before you, does it not indicate that some investigation is required to ascertain why every single employee but one has been absent?—A. Yes, but some of the absences have been very small.

Q. How many under ten days?—A. Only two under ten days. This one is in the Secretary's Branch.

Q. The average is how many?

The CHAIRMAN: Thirty-seven.

Mr. BOYS: And that is apart from the usual holiday?

The CHAIRMAN: Yes.

*By Mr. Boys:*

Q. Now you find there is absence noted against every employee but one, in addition to the usual holidays, and does that not arrest your attention, and do you not think it calls for investigation?—A. The Mailing Branch is one that is not particularly important, and if there is a female that falls by the wayside, we generally send her over to the Mailing Branch.

Q. You mean through ill health or inefficiency?—A. No, not necessarily inefficiency. Take this case I am pointing to: She was formerly in the Lands Patent Branch, and she was put in this Mailing Branch, and here is another one 86½ days. I have no explanation as to that. I do not know anything about that personally. Then I find one 6½ days.

Q. It strikes me as indicating clearly that there is a head of that branch, whoever it is, that is decidedly easy?—(No answer.)

*By the Chairman:*

Q. Would you officially be prepared to give that as the explanation?—A. No, I am only giving estimations of those things I know.

Q. If you look at the Dominion Lands Branch, Deputy Commissioner's office, you see a condition there almost the same, excluding those absent on military service.—A. The Deputy Commissioner's office, yes.

*By Mr. Stevens:*

Q. Practically every member was absent.—A. 17 days, 4½ days, 11½ days, and so on.

Q. Two sheets where practically every member had some sick leave during the year?—A. Yes.

*By Mr. Boys:*

Q. Two or three for military service, and two or three for only half a day?—A. Yes, 2½ days, 2 days, 3 days, 9 days, 14 days.

Q. That is a list that would attract attention from the standpoint we are discussing?—A. Ordinarily it would, but last year we had a great deal of sickness in our department.

Q. You think that may be due to the "flu"?—A. I think if you compare it with the year before you would not find anything like that.

*By the Chairman:*

Q. Many of these employees who have been absent were not of an age when influenza was likely to attack them. Men and women beyond forty-five years were

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not subject to it?—A. Not so susceptible, but we had many severe cases of men very much older than that.

Q. They would be exceptional cases?—A. Yes.

Q. But there were no exceptions in this; they were all absent?—A. There is one 57, only four and a half days, one 57 three days. There is one 49 absent eighty-one and a half days, and one 50 only nine days.

Q. One 66 absent 19½ days?—A. The older ones have not got the large leave.

*By Mr. Boys:*

Q. The older ones would be on the job, and the younger ones might be up the Gatineau?—A. I do not think so.

Q. I do not object to their having their holidays?—A. They are entitled to their holidays.

Q. This is too regular to be satisfactory?

Mr. STEVENS: I think it is.

Mr. BOYS: Mr. Cory is not in a position to explain that, and I think we ought to get the official who is in charge of that, and tell him we want to find out the whys and wherefores, and have him come here to explain the lists.

The WITNESS: This is a thing I did not come prepared to answer. The statement speaks for itself.

Mr. BOYS: Personally, I would sooner get it from the person responsible in the first instance. We might ask Mr. Cory to notify the officers responsible and tell them that we want them to direct their attention to the extraordinary list of absentees, and to inquire of each one the specific reasons for absences, and to come here on a certain date prepared to explain it all to us.

The WITNESS: I will do that.

*By the Chairman:*

Q. You might do that for 1918?—A. Yes.

*By Mr. Douglas:*

Q. When an application for leave of absence is made, it comes to you and is granted as a matter of course?—A. Not necessarily as a matter of course, but if it is sick leave and verified by doctors' certificates, we grant it, within the regulations of the Civil Service Commission.

Q. When you are considering the question of granting or not granting leave, do you look up the records? Are there records of absentees?—A. The records are all kept. No one is away for one day that the record is not there, but I do not call for the record and find out whether this party has had sick leave before. As long as they are within the Civil Service regulations and properly certified, we give them their leave.

*By Mr. Stevens:*

Q. When they apply for sick leave, do you think it would not be well to inquire how much sick leave they had this year?—A. That is all in the records of the Civil Service Commission, and it goes down to them.

Q. You would have that in your office?—A. They are the people who make the regulation. They have all this before them, and they have never yet called our attention to a case of excessive sick leave.

Q. If a person comes to you for sick leave and has a certificate of a doctor you grant the leave?—A. I do.

Q. Would it not be advisable for them in making that application to say, "We have already had 25 days or ten days of leave," and you might then have a little scrutiny of it if a person had a large number of leaves?—A. Mr. Foran could tell you

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what the regulations of the Commission are. For a certain number of years' service they allow so much, and then if they are away still longer than that they take it on half pay, and for certain period they get it without pay.

*By Mr. Boys:*

Q. That applies to all these men?—A. Yes, I do not know whether that was before us for 1917-18.

Q. They may have relaxed it?—A. I do not know if they did it for the "flu."

Q. While there are a lot of absentees, so far as the country is concerned, each would only be paid in accordance with the standing regulations?—A. Absolutely.

Q. Would it not perhaps meet this trouble if, when an application for leave was made, and a doctor's certificate was produced, it was also essential to bring at the same time a statement of all leave granted for the year up to that date?—A. That would be alright, but what am I going to do? I cannot say, because you have had say 25 days' leave you are not entitled to any more.

Q. If they are entitled to more leave, grant it, but if it was understood that they had already been off so many days?—A. I do not think I could take the responsibility unless it was covered by some special authority.

*By the Chairman:*

Q. I think the proper test should be, "Are you sick or not?"—A. We tried to adopt a check. We did not want to question a doctor's certificate, but we had Dr. Bryce, and when any extended leave was applied for, I had the parties appear before Dr. Bryce, and I never had Dr. Bryce turn down a single application. I have had application for three months' leave. The doctor would certify for one month, and then report and certify another month, so that it practically amounted to the same.

Q. There would not be the same difficulty with regard to applications for extended leave as in applications for a brief period, a few days at a time?—A. No.

*By Mr. Boys:*

Q. That check did not do any good?—A. No.

Q. There must be a remedy of some kind, because you will admit that if this was a commercial institute there would not be a list of absentees like that?—A. A commercial institute has certain liberties of action which a Government has not. It is entirely for the Government to say. If they passed a regulation that no sick leave leave should be granted, no sick leave would be granted, and possibly not so much would be asked for. But so long as it stands the way it is, I am not going to take the responsibility of questioning a doctor's certificate.

*By the Chairman:*

Q. Is it not largely in the hands of the head of the branch?—A. I cannot say that it is. The head of the branch possibly knows whether the person has been unwell or not, not up to the standard. But she comes along with a doctor's certificate and says, "I have to take a month's leave." What is he going to do? He simply concurs in that recommendation, or makes a statement that this person is not well and is entitled to leave.

Q. How do you think it would do if all these cases were allowed to be absent without pay?—A. My own impression is that a man or a woman never needs their pay more than when they are sick. If a person is really sick and requiring medical attention he is under a great deal more expense than ordinarily.

*By Mr. Stevens:*

Q. Would you consider it to be clear that the privilege of sick leave is being abused?—A. I think that in some cases, before the Civil Service Commission passed their regulation, it was, but I am not prepared even to say that.

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Q. Of course, I have no right to press you on that point, but to me—and I have been used to handling office staffs for a great many years—this report from your department, as also the report from the Public Works Department, demonstrates beyond all question that it has been flagrantly abused?—A. Very well.

Q. I am not saying that you are responsible for it; it is the system, and that is what we are trying to get at?—A. If you make a hard and fast rule, you are certainly going to do injury to some person. I do not know whether the Government would take the position and say, "We would rather put up with abuse in a few cases than do injury to a deserving case."

Q. It is not my desire to suggest that we do injury to a deserving case, but if the service generally is going to abuse the privilege and courtesy extended by the Government, then if there is no other way to remedy that, I certainly would adopt that method.

*By Mr. Boys:*

Q. Your point is that there are certain regulations, and that if they are too generous they should be changed, but that so long as they exist, you must abide by them?—A. That is the position exactly. I am not going to question a man or a woman's position certified by a doctor's certificate.

*By Mr. Stevens:*

Q. What do you think of superannuation?—A. I am very strongly in favour of superannuation on proper lines.

Q. Contributory or non-contributory?—A. What do you mean contributory?

Q. The employee contributing?—A. I fancy they do that in all cases. They did that under the old Superannuation Act. They contributed two per cent of their salaries. There are certain difficulties in that. There was a case in our department just recently. A man who had been 37 years in the service droppd dead, and all the widow got was a three months' gratuity, and not another farthing.

Q. That is on the basis to which I referred few moments ago?—A. On the same basis.

*By the Chairman:*

Q. How many are there in your department who, in your opinion, might with advantage to the department be retired at the present time on account of old age or of ill health?—A. I think we made a list of these some time ago. I do not think there are very many. I think perhaps that all told, there were 18 or 20 that were put on the list for superannuation or retirement in some form or another.

Q. Can you give us any idea as to how many others there are in your department that might be retired to the advantage of the department for other reasons, inefficiency, laziness, and so on?—A. When you have got 1,100 men and women in a department I think you will have difficulty in getting every one to stand on their toes all the time.

Q. Can you tell us if there are any; possibly they have not been brought to your attention?—A. I can only make a general statement and say I think there are some; but how many, I would not like to venture a statement. That was not the point we were dealing with when we made that other statement.

*By Mr. Boys:*

Q. Do you think that the service is in need of any improvement, or do you think that it is alright as it is?—A. It is very much better than it was. The method of appointment by the Civil Service Commission will benefit.

Q. You think it will benefit?—A. I think it is better than before though an academic examination is not always a test of a man's fitness for a certain class of work.

[Mr. W. W. Corv.]

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Q. We hear statements made from time to time that the service is overloaded?—  
A. Are you quite certain that the people who make these statements know?

Q. The Minister of Public Works made it in the House of Commons?—A. He may perhaps know about his own department.

Q. I assume, of course, that there is some foundation for that statement?—A. I am quite willing to admit—

Q. We see men prominent in the Civil Service itself making these assertions?—  
A. I have heard of that, but I do not profess to know.

Q. Do you take the position that such criticism does not apply to any branch?—  
A. I would not say that it does not apply to any branch.

Q. Does it apply to a very small extent?—A. I think so, I make that statement.

*By Mr. Stevens:*

Q. What would you suggest to remedy that small amount?—A. There are only two things to do: let the inefficient out, or retire them in some way or other.

Q. Unless they were very old members of the service, it would not be advisable to retire them on a pension?—A. A great many of them are old.

Q. We are all agreed that in these cases there should be superannuation?—A. I am speaking of those who should be retired on account of their age. There are some who are not particularly efficient, but I do not know that there are any who are not doing a fair day's work.

*By Mr. Boys:*

Q. You heard the discussion we had with Mr. Desrochers on the peak load? Does that condition obtain in your department?—A. Not to the same extent I fancy as it does in other departments. We always adjust our staff, we borrow and transfer from one branch to the other. If we find that the staff cannot get through their work in the ordinary hours we make them stay till five-thirty or six, and we have found that to be the most effective way of remedying the difficulty.

*By the Chairman:*

Q. You are not overmanned—I am speaking particularly of the permanent staff?—A. We are perhaps overmanned a little, but not very much. Of course there were a great many of our officials volunteered and went overseas and we had to replace those men, and in some cases had to take on two men to do the work that one was doing before, but we are letting those temporaries out from time to time. But looking at it in that way we had to take on a lot of inefficient help and therefore to that extent we had more in numbers than we ought to have had, but that is adjusting itself as these other men are getting home. Of course there are a lot of new branches starting like the Soldiers' Settlement Board and other branches of that description which necessarily make a great deal of work.

Q. We are all anxious to know, Mr. Cory, as to whether the employees in the different branches of your department are busy all the time, or whether there is a great deal of time spent in idleness?—A. Not in our department.

Q. You are scarcely in a position to state definitely whether that is so or not?—  
A. No, not in a general way.

Q. But there is no system of general supervision?—A. Not any more than that my assistant goes to these various branches from time to time and checks up the work.

*By Mr. Stevens:*

Q. The hours are pretty generally from nine to five with an hour and a half at lunch?—A. Yes.

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Q. Is there any check upon the dilatory employee?—A. Yes, I made a rule about six or seven years ago that any one who was late either in the morning or at noon on more than six days a month would lose a day's pay.

Q. Has that made conditions any better?—A. It has improved them very materially in our department.

*By Mr. Boys:*

Q. You really believe that your employees are kept fairly well employed all the year round?—A. Yes, there is no doubt of that.

Q. I am informed that in the various departments some of the girls not being fully employed have occupied their time in knitting and that they have been able, in the course of a year, when all their work was put together, to knit enough to uniform a small army.—A. That is not true of our department.

Q. I want to say that I admire very much the girl who occupies her spare time in that manner, but if that be the case it would be legitimate ground for criticism as to whether there was not too large a staff employed or they would not have had time to do it. For my part I would rather see a girl employ her spare time in knitting than to see her sit down and do nothing. You never heard of that being done?—A. I never heard of it in our department, if I had she would not be there to do the knitting.

*By the Chairman:*

Q. What have you to say about salaries in your department?—A. Our salaries are away too low.

Q. For what class of employees?—A. For all the underpaid officials.

*By Mr. Boys:*

Q. Can you say whether or not the stenographers are paid a great deal more than in business houses?—A. The stenographers have recently been getting more than they used to get; a senior stenographer now gets \$1,000 to start with; formerly that was not the case.

Q. Formerly that was not the case?—A. We used to put on our girls at \$500 and I do not think any one will say that \$600 is too much for an efficient girl.

*By Mr. Stevens:*

Q. When you spoke of the salary being too low for the underpaid you were speaking of the lower grades?—A. Take generally, the clerical staff. The stenographers are now in a better position but I think the general scale is too low, of course the bonus is helping out thing very materially.

*By Mr. Douglas:*

Q. How will that be in comparison with commercial institutions?—A. I think it is too low. I cannot speak with regard to commercial institutions, I have not had any experience in them, I have clerks who go into commercial business from time to time.

Q. Do you lose many people who go into commercial business?—A. We lose a great many people every year on account of that.

Q. They can get higher salaries outside?—A. Very much higher salaries.

*By the Chairman:*

Q. Take the Geodetic Service, I do not know whether you are familiar with that branch or not, they employ a number of men who are graduate engineers, some of them D.L.S. men who are drawing salaries of \$1,200.—A. \$1,200.

Q. What do you think of that salary for a man who is a D.L.S.?—A. I do not think that is all, you will find that that man draws \$1,200 during the time he is in the office in the winter, but he gets a per diem allowance while in the field, in the summer, of perhaps \$7, \$8, \$9, or \$10 a day.

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Q. I did not understand that.—A. I mean that a man goes on at \$1,200, and he draws his \$1,200 while he is in the office in the winter time and when he goes out in the field, in the summer, he gets a per diem allowance when he is in charge of a party.

*By Mr. Stevens:*

Q. He gets an additional allowance over and above the \$1,200?—A. Yes, of say \$8 or \$10 a day.

Q. He gets \$100 a month plus a per diem allowance?—A. Yes, I think that is so.

Q. Now there is a general complaint by the Canadian Society of Engineers that engineers in the service are very much underpaid.—A. We have no difficulty in getting them, that is all I can say.

Q. I suppose they have to work. I happen to know of a half dozen engineers, returned soldiers who have been overseas, who would be very glad to get work to-day, they are my own personal acquaintances in my own town, men having years of training in engineering, probably two or three years field experience and they will get \$1,500 or \$1,600 while the stenographers will get as high as \$1,200.—A. Not on appointment.

Q. Not on appointment, but stenographers who are far younger in experience and in years than the engineer who has field experience. Does not that seem to be a very unfair discrimination against the professional man.—A. It is, but take the Dominion land surveyor, he is exactly in the same class.

Q. Exactly, but what I am getting at is that these technical men after years of study and training and some years in practical work are getting in some cases much less than the ordinary clerks.—A. I am not saying that is right, but we are simply guided by circumstances.

*By the Chairman:*

Q. The new classification will perhaps remedy that.—A. Yes, I think so.

Q. I notice here that you have a map-making department, a forestry branch, and probably others, and on both these lines of special work other departments are doing similar work.—A. You mean overlapping between departments?

Q. Yes. How many branches of work are done in your department that are also carried on in other departments?—A. I fancy take engineering generally, take surveying, take map-making, take levelling,—oh I could not answer that just off the bat.

Q. And there is the forestry branch?—A. With regard to forestry I do not think it interferes with anybody. I do not know that any other department is doing forestry work except the Conservation Commission which is not supposed to do any practical work, they are simply investigating. There was some little overlapping in our own department in various fields of engineering, such as the Water Powers and Irrigation, and then there is the Surveyor General's Department and the Dominion Observatory. It was absolutely impossible to avoid a little overlapping, but we have adjusted it within the last few years, so that I think it is reduced to a minimum.

Q. Is there any special reason why this work should be done under your Department while other departments are doing similar work?—A. No, unless we can do it better than others.

Q. As against putting all this work in one branch.—A. That has been suggested various times, but we never got anywhere near it.

Q. Why?—A. There is too much jealousy between the departments. Everyone is trying to steal something from somebody else.

Q. It is not a matter of lessened efficiency by co-operating departments?—A. No, but there has been a movement along that line for co-ordinating them. I think we have the best map-making branch in the Service. All the maps could be made through that branch, with a little enlargement. We have the Geographer's map, we have the Surveyor General's map, and the Map-making Branch.

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*By Mr. Stevens:*

Q. Do not the different branches in your Department make their own maps?—A. No. The Map-Making Branch makes what we call a cheap commercial map, a map that we can very well distribute. The Geographer makes a high-class map, such as the large eight-sheet map of the Dominion, and shows the various provinces. The Surveyor General deals very largely with the townships plans. They subdivide land and make the township plans.

*By the Chairman:*

Q. Each Department makes its own map?—A. Yes, the Surveyor General makes a map. He has a printing establishment where he prints his own plans. The Geographer has no printing plant. His work has to be done through the Printing Bureau, as well as the commercial plans. We have all those. The material is prepared and got ready and it is printed outside.

*By Mr. Douglas:*

Q. Have you a Purchasing Department?—A. No, we purchase everything through the War Purchasing Commission. We have a Stationery and Supply Branch, but no Purchasing Department.

Q. What staff has the Supply Branch?—A. It has a very large staff. I should think possible half a dozen or a dozen.

*By Mr. Stevens:*

Q. On page 13 we find the supplies and stationery?—A. Yes, there are 11, and one is a messenger. There is a clerk in charge of printing, an assistant clerk, requisition clerk, and so on. I also represent the Immigration Department, if you have any thing to ask with respect to that Department.

The CHAIRMAN: I do not know that we are prepared to-day to take anything as to that.

*By the Chairman:*

Q. There is the Mailing room, the Deputy Commissioner's office. I notice the Land Patents Branch is just about as bad. Perhaps if two of these officers were sent up it would be sufficient.—A. I fancy that perhaps one explanation would cover them all. But if you want those three I will have them.

Q. I think we had better have two?—A. All right.

Q. The Deputy Commissioner's office and the Land Patents Branch?—A. Yes.

*By Mr. Stevens:*

Q. Is that Dominion Lands?—A. Yes. The Land Patents Branch is where the patents are issued.

*By Mr. Boys:*

Q. If there is any doubt about it send the three of them?—A. I can send the three.

*By the Chairman:*

Q. Have you any special statement to make with regard to the Immigration Branch?—A. I have a statement prepared. It is a very small service. The leave is pretty well held down in that, I see.

Witness discharged.

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Mr. WILLIAM FORAN, sworn:

*By the Chairman:*

Q. What is your position?—A. Secretary, Civil Service Commission.

Q. How long have you occupied that position?—A. Appointed 1st September, 1908.

Q. On the organization of the Commission?—A. Yes, the establishment of the Commission.

Q. I think in a request we made for your attendance, in connection with superannuation, we asked for special information?—A. Yes.

Q. Could you just give the committee, briefly, a statement in respect of that?—A. I suppose you have a copy of the Order in Council?

Q. No?—A. I had better read the Order in Council to you, upon which we made this report to the Government, passed on the 17th of April, 1918. It reads as follows:—

WEDNESDAY, the 17th of April, 1918.

PRESENT:

HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL.

Whereas there are employed in the Inside and Outside Service a number of officials who owing to advanced age, failing health or lack of experience and ability, are not capable of rendering efficient service to the State;

And whereas owing to conditions created by the war resulting in the cessation of work in several branches of the public service, numerous officers are now employed whose services are not required;

And whereas it is desirable in the public interest, as well as in the interest of the public service, that provision be made for the retirement of such of these employees as may be deemed advisable;

And whereas the provision made by statute for the superannuation or retirement of employees is not in all cases sufficiently wide to include certain classes of officials who should be retired;

And whereas it is desirable to take steps to make certain that no undue hardship shall result in the case of any of the employees who may be retired;

Therefore His Excellency the Governor General in Council, for the purpose of arranging for the retirement of such employees and of making reasonable provision for such as may actually require assistance, and under and in virtue of the powers vested in His Excellency in Council by the War Measures Act, 1914, or by any other enabling authority, is pleased to order, and it is hereby ordered as follows:—

1. The Civil Service Commission shall prepare and submit to the Governor in Council for approval a list of all officers to be retired and the dates to be fixed for their respective retirements.

2. The Civil Service Commission are hereby authorized to report to the Governor in Council for approval, the conditions under which each such employee should be retired, including the provision, if any, that should be made for any such employee.

3. In case any special provision is to be made for any such employee, it shall be confined to one or more of the following forms:—

- (a) The granting of an annuity.
- (b) The granting of a lump sum gratuity.
- (c) The granting of a lump sum gratuity and an annuity.
- (d) The granting of an annuity or a lump sum gratuity in addition to the amount an employee may be entitled to from the Retirement Fund.
- (e) The granting of a superannuation allowance.

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4. The necessary legislation to carry out the purpose and intent of these recommendations to be prepared by the Minister of Finance for submission to parliament during the present session.

(Signed) RODOLPHE BOUDREAU,  
*Clerk of the Privy Council.*

Upon receipt of that Order in Council, we circularized the deputy heads calling their attention to it and asking them to send in at once a memorandum setting forth:—

- (1) Name of Official, date of entering the Service, and length of service.
- (2) Age on entering the Service, and present age.
- (3) Nature of duties.
- (4) Reason why retirement is considered desirable.
- (5) In the event of retirement, will vacancy require to be filled, or can duties be performed by other members of the staff.
- (6) What examination (if any), was passed on entering the Service or subsequently.
- (7) If under Superannuation Fund.
- (8) What amount would be drawn from Retirement Fund.
- (9) Should any special provision be made upon retirement? If "yes", which of the following forms should it take:—
  - (a) The granting of an annuity.
  - (b) The granting of a lump sum gratuity
  - (c) The granting of a lump sum gratuity, and an annuity.
  - (d) The granting of an annuity or lump sum gratuity in addition to the amount to be drawn from the Retirement Fund.
  - (e) The granting of a superannuation allowance.

I am to ask further that you will be good enough to add a memorandum stating whether there are any officials of your Department over the age of 65 years, whose services should be continued, and if so, giving your reasons in each case.

The object in making that suggestion was to give the Deputies an opportunity of stating whether they had men over 65 years of age whom they thought should be retired. The memorandum continued:—

I may add that as new legislation must be submitted to Parliament this Session to give effect to the recommendations which may be made by the Commission with respect to this proposal it is imperative that this matter should receive the immediate attention of the Departments. It is hoped that the reports received will be such as to reassure the Government that every effort has been made to accomplish the object contemplated.

That intimation was: Here you have an opportunity of doing exactly what you complained you could not do for years.

*By Mr. Boys:*

Q. What is the date of that letter?—A. 20th April. We said: Here you have an opportunity of sending to the Civil Service Commission a list of those employees and of letting the Commission take the responsibility of recommending their retirement. We went into the matter, after getting these reports, but the session closed without any provision being made for the payment of the allowances we proposed to recommend.

*By Mr. Stevens:*

Q. When did you make the report?—A. We were prepared to make the report in time. We made our report. This is dated March 21st, last. We made our report to the Government, and they brought in a Bill, gave it first reading, and then withdrew

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it. It provided that any sums recommended by the Commission should be paid out of the Consolidated Revenue, but they were not in a position to state definitely what that amount would be. There was a feeling that it might run into a large sum, and so they did not think it advisable to pass the legislation. There was therefore no way of taking care of the number recommended for retirement. I will read our report so that you will see that we suggested that those who came under the Superannuation Act should be retired as a matter of course, and also that a number of those who had quite a substantial sum to their credit in the Retirement Fund should be retired because it would involve no hardship. There was another class of employees who had been contributing for only a short time, and whose salaries were small, and some who had not been contributing at all. We made a recommendation to take care of that class.

*By the Chairman:*

Q. Is there any objection to this being made public, or do you submit it simply for the use of the committee?—A. I understand that the Government considered this and thought it was a proper thing to hand over to you. I do not see any objection to the report being made public, but the names of those recommended, should, of course, be withheld.

*By Mr. Boys:*

Q. The question as to whether this should be given to us has been submitted to the Government?—A. Yes, the Government thought it was a proper thing for this committee to take up. This was not suggested as a basis for any permanent scheme, but as a basis for taking care of the situation which the Government asked us to inquire into and report upon. This is the report that we made to the Government.

*By Mr. Douglas:*

Q. Does it apply to the outside service as well as to the inside?—A. It applies to the inside only because we did not have sufficient information with regard to the outside. But it could be applied to the outside; the same principles would hold good. This is the report (reads):

By the terms of an Order in Council of the 17th April, 1918, P.C., 804 (Appendix A), the Civil Service Commission was instructed,

1. To prepare and submit to the Governor in Council for approval a list of all officers who, owing to advanced age, ill health or lack of experience and ability, were not capable of rendering efficient service to the State and should, therefore, be retired in the interests of efficiency and economy, and,

2. To report to the Governor in Council for approval the conditions under which each employee should be retired, including the provision, if any, that should be made for any such employee.

In order to carry out these instructions, the Commission requested the several Deputy Heads of Departments to cause a memorandum to be prepared and forwarded to the Commission, giving a complete list of all officials in their respective Departments, whose retirement from the Inside or Outside Service, for the reasons specified in the aforesaid Order in Council, they considered to be in the interest of economy and efficiency in the Public Service, adding in each case, the necessary particulars as to age, length of service, and reason for recommending retirement, etc., and further requesting an expression of opinion as to the adequate provision which should be made in each case to "make certain that no undue hardship shall result from such retirement." The Deputy Heads were further requested to add a memorandum to their report stating whether there were any officials in their respective Departments over the age of sixty-five years whose services should be continued, adding the reason for such recommendation.

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In response to this request a report was received with reference to the officials in the Inside Service from all the Departments of the executive government with the exception of the Post Office Department, the Department of Inland Revenue, and the Department of the Secretary of State, and also from the offices of the Auditor General, the Clerk of the Privy Council, the Governor-General's Secretary, the Public Archives, the Commission of Conservation and the Civil Service Commission.

The report from the Department of Customs, Finance, Indian Affairs, Marine, Public Printing and Stationery, and Railways and Canals, also supplied the desired information with respect to the Outside Service. The Department of Inland Revenue reported on the Outside Service only and made no report on the Inside Service.

The available data with reference to the Outside Service is not therefore complete enough to enable a satisfactory detailed report to be made at this stage, though the principles of the scheme set out in the following pages will apply to both branches of the Service.

Dealing then with the reports upon the Inside Service, the Department of Insurance and the offices of the Auditor General, the Civil Service Commission, the Commission of Conservation and the Royal Northwest Mounted Police reported that they had no officials over the age of sixty-five years, and none for retirement. The Departments of Labour and Public Printing and Stationery, the Public Archives, the Governor-General's Secretary's office, the Library of Parliament and the Privy Council reported that they had no officials to recommend for retirement though in each of these Departments and offices there were one or more officials over the age of sixty-five years whose services were recommended should be retained.

The reports furnished by the remaining Departments showed that there were 98 officials recommended for retirement, but of these two have since died, leaving 96.

To take their places it was reported that 26 new appointments would be necessary.

The details of this summary, by Departments, will be found in Tables A and B herewith.

An analysis of the reports shows that of those proposed to be retired, a certain number had subscribed to one or other of the Superannuation schemes still operating, and were entitled to a definite amount of superannuation, and it would therefore appear that they might properly be dealt with by granting them the superannuation allowances to which they are entitled, in accordance with the Act; and in addition a gratuity equivalent to, say, six months' salary. In every case the superannuation allowance formed a substantial proportion of the present salary, in only one case falling below 50 per cent. Therefore, as superannuation allowances average, the provision would be substantial.

That is, the men who came under the old Superannuation Act, who were paying two per cent of their salaries and who were entitled after a certain length of service, after 35 years, to 70 per cent of their salary. There was no difficulty in those cases. We simply let them out, but it appears to be a case of who is going to take the responsibility.

The remainder of those recommended for retirement had subscribed to no superannuation scheme and it is therefore necessary, under the instructions of the aforesaid Order in Council to formulate some scheme setting forth the condition under which each such employee can be retired, including the provision, if any, that should be made for any such employee.

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The periods of service of these officials are, for the purpose of the said scheme, divided into three classes.

(a) Periods of service for which contributions were made to Retirement Fund, said contributions not having been withdrawn.

In 1898, the old Superannuation Act was repealed, and in its stead a Retirement Act was adopted. A great many employees who were formerly not contributing to the Superannuation Fund at all came under that Retirement Act so that in their case there would be a period during which they were contributing to the Retirement Fund, that is after 1898. Previous to 1898 they were contributing to no scheme.

*By the Chairman:*

Q. Are contributions to the Retirement Fund compulsory?—A. Yes, the Act of 1898 provided that 5 per cent of the amount of the salary should be deducted and placed to his credit, with 4 per cent interest per annum compounded, and he gets it when he retires.

(b) Periods of service for which contributions were made to the Superannuation Fund, the accumulated amount having been transferred to the Retirement Fund.

(c) Periods of service for which no contributions were made to either Superannuation or Retirement Fund (including in this class periods of service for which contributions were made to either fund but withdrawn.)

In considering the treatment to be accorded these employees, some differentiation should be made as to the periods of service above referred to and also it is considered that regard should be had for the relation of these benefits to the benefits granted to employees entitled to Superannuation for which contributions were made. On the other hand it seems to be advisable that the treatment accorded them should establish no undesirable precedents which might bind the Government to any particular procedure or plan of superannuation should, at a later period, a scheme for the whole service come up for consideration. At the same time, the general tenor of the aforesaid Order in Council has to be born in mind.

That is, the terms of the Order in Council said that we had to provide a scheme that would not inflict hardship on any employee and it was in that light we prepared this scheme.

In respect to periods of service, for which no contribution had been made to any fund, or if made withdrawn, it would doubtless be considered unfair to grant superannuation allowances on the same basis, as to those who contributed to the Superannuation Fund. It, therefore, appears equitable that for such periods of service, the benefit should be less than determined in accordance with the Superannuation Act. Where contribution had been made to the Retirement Fund, being on a higher basis than the contributions to the Superannuation Fund, it is thought fair that such periods of service should count for a greater proportion than periods of service under the Superannuation Act. It at least appears expedient to do so with a view to carrying out the spirit of the aforesaid Order in Council, as these employees have, in general, shorter periods of service, than those entitled to superannuation. It, however, does not appear quite fair to give full weight to the additional contribution, as contributors to the Retirement Fund have had the right—on withdrawal from the service—to the full accumulated amount of their contributions, or, in the event of death the amount would have been available to their dependents, an advantage not granted to those under the Superannuation Act.

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In deciding on a salary basis for determining benefits under a general superannuation scheme, it appears equitable, in the present instance, having in view the purport of the aforesaid Order in Council to base the benefit on the average salary of the last ten years of service.

Under the Superannuation Act it was for the last three years.

This would, generally, give a lower average salary than that used to determine benefits under the Superannuation Act, which would tend to make the benefits comply with the general conditions set forth in the second last preceding paragraph.

For periods of service for which no contribution had been made to the Retirement Fund, or to the Superannuation Fund, or if made to either, withdrawn, it is suggested that the benefit be one-sixtieth of the average salary referred to above for each year of such service, and for periods of service for which contributions were made to the Retirement Fund and not withdrawn on the basis of one-fortieth of the said average salary, the maximum benefit in no case to exceed two-thirds of the said average salary. In addition a gratuity might be given, possibly smaller than to those entitled to superannuation. As an alternative, of course, an employee would be permitted to withdraw the amount to his credit in the Retirement Fund in place of the gratuity and superannuation allowances referred to, but clearly, he should not get both.

That is you take the case of a man who would have \$300 to his credit in the retirement fund; our proposal is that we say to him "you can take that \$300 or you can take what we provide for here in the way of superannuation, but you cannot get both."

*By Mr. Stevens:*

Q. When you allow a man to take what money he has accumulated in the retirement fund you allow him interest?—A. Yes, four per cent interest compounded.

*By Mr. Boys:*

Q. Of course as far as that is concerned, that is his own money?—A. Yes.

Q. I do not see why that should interfere with any other provision that should be made?—A. There is this view taken by some of the Deputy heads of the departments that these men are not in exactly the same position as those who are under the superannuation or the retirement fund; in the case of a man who is declared to be inefficient and we will say he has got \$1,500 to his credit in the retirement fund, and the Government says it would be a hardship to throw that man out, as they could do under the provisions of the fund, and simply pay him the \$1,500 to his credit, but under our proposition they say "We will retire him on a pension." Now that man cannot expect to get that \$1,500 as well as the pension, because the Government is offering him something in lieu of the money he has got in the fund.

Q. Let us take the case of a man that has not been in and did not contribute anything to the Retirement Fund, you would give him a pension?—A. Yes.

Q. And he would get the same pension as the man who had been contributing to the Retirement Fund?—A. Not the same, but pretty nearly the same.

Q. Why would he not get the same?—A. Because he gets one-sixtieth instead of one-fortieth. The man who is under the Superannuation Act gets one-fiftieth and the other man gets one-sixtieth.

Q. I find it difficult to see why where that man has been paying in his own money and getting four per cent on it, he should not be entitled to get it back again, as a matter of fact it is his own property and why should he not get it back, and treat both classes of men alike?—A. You think he should be allowed to draw his money out?

Q. It does appear to me that it is just the same as if he had been paying an insurance company?—A. We had to take into consideration a lot of circumstances

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such as those where men have been in the service for a number of years contributing to the retirement fund.

Q. If he made that contribution voluntary with the knowledge that in the end that would be considered a part of his superannuation I would agree with you, but if he made it compulsory without any such understanding I cannot see on what equitable basis you can deprive him of that or take it into account in the case of some other man who has not been doing so and who is getting just as large a pension?—A. You are giving him something, he is not expecting, you are giving him a pension for life.

Q. But you are also giving a pension to the man who never contributed to the retirement fund?—A. Supposing a man who is under the Superannuation Act is retired he gets what he is entitled to under the Act, and in the case of a man who is on the retirement fund he gets what he is absolutely credited with when he goes out, but here is this other class of employees who have paid into no funds at all and the object which we have in view is to deal with them. Now if you pension the man and give him what he has in the retirement fund as well the other one would claim that there has been discrimination.

*By Mr. Redman:*

Q. Has something been deducted from their salaries all these years of service, under the Superannuation Act?—A. Yes, there was a Superannuation Act which was repealed in 1898, previous to that time all the employees paid 2 per cent of their salary and after ten years they were entitled to superannuation if incapacitated for work or if the Governor in Council decided that it was in the interests of the public service that they should retire, they were allowed for ten years one-fifth of their salary.

*By the Chairman:*

Q. They were all contributing to that fund?—A. Those that were in the outside service were not in it, or only a small portion.

Q. That was for the inside service?—A. Yes, the inside permanent employees.

*By Mr. Redman:*

Q. What happened when that was repealed?—A. The retirement fund was established under which 5 per cent of the salary was taken and 4 per cent interest was allowed on that.

Q. What happened to the money that was in the fund in 1898?—A. In 1898 any man under the old Act had the privilege of selecting whether he would continue under that Act or whether he would come in under the new Act and if so all the money he had put in would go to the retirement fund.

*By the Chairman:*

Q. All have to contribute so that there will be no discrepancy?—A. Yes, except that in connection with this scheme, we have considered a class of employees that have not contributed at all.

Q. What class?—A. Those in the outside service.

Q. Those that are not in the inside service?—A. No, not in the inside service; so that I say if you take and give a man who is under the old Superannuation Act what he is entitled to, or give to a man who is on the retirement fund what he is entitled to, and then you pension a man who has contributed to no fund you have no fear of claim of discrimination on the part of these other men.

Mr. Boys: That is exactly my point. Are all the employees in the inside service contributing now?—A. To one fund or the other.

Q. I did not appreciate that fact?—A. Yes, they are contributing to one fund or the other.

“In estimating the cost of superannuation and comparing the same with the present salaries in order that a reliable conclusion may be reached as to the

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monetary gain or loss which would result it may be properly assumed that in the absence of any adequate provision for their retirement the officials in question should retain their positions in the service until death removes them. It is the absence of such provision which has led in the past, and up to the present moment, to the continued employment of a number who in their own interest and in the interests of efficiency and economy in the service should have been retired. As therefore their salaries would continue until they die, or the proposed annuities would continue for a similar period, a correct statement of the annual difference in cost will be obtained by comparison of the aggregate present salaries with the aggregate of the proposed annuities.

The data which was furnished by the departments did not indicate during what proportion of the term of service the officials in question had contributed to the Retirement Fund and during what proportion of the said term they had not done so. It has not therefore, with the information available to the Commission, been possible to prepare the exact estimate of the cost of putting into effect the superannuation scheme outlined in the preceding pages of this memorandum. A calculation has, however, been made of the cost based upon the rate of one-fiftieth of the average salary for the last ten years of service and without considering whether or not contributions had been made to the Retirement Fund during the whole or only a portion of the said period of service.

This calculation worked out in detail in the tables immediately following show the following particulars respecting the seventy officials recommended for retirement who are not participants in either existing Superannuation Fund.

Average age. . . . .	66
Average years of service. . . . .	27
Aggregate present salaries. . . . .	\$123,850
Aggregate proposed annuities. . . . .	57,533

Annual difference. . . . . \$ 66,317

Percentage of salaries that superannuation represents, 46 per cent.

Of these seventy officials the departments report that nineteen would have to be replaced.

The aggregate present salaries of these nineteen officials is \$28,850, but the initial salaries of new appointees might be reasonably estimated at a third less or say \$20,000, leaving a net annual saving of \$46,000 after every official has been superannuated with adequate provision for his old age, and all appointments made where such are required.

It should also be noted that these seventy officials have contributed over \$65,000 to the Retirement Fund, and this would be surrendered to the Superannuation Fund by all officials who became annuitants.

Turning to the second class of those recommended for retirement, viz., those who have contributed to a Superannuation Fund, the following particulars are shown:—

Number recommended for retirement. . . . .	26
Average age. . . . .	68
Average years of service. . . . .	35
Aggregate present salaries. . . . .	\$59,900
Aggregate annuities. . . . .	40,440

Annual difference. . . . . 19,460

Percentage of salaries that superannuation represents, 67½.

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Of these 26 officials the departments report that 7 would have to be replaced. The average present salaries of these 7 officials is \$11,600. The salaries of new appointees would be approximately a third less, or say \$8,700, leaving a net annual saving of over \$10,000.

It will therefore appear that the superannuation of 96 officials recommended for retirement would cost \$100,000 as against their present salaries of \$183,000, an annual saving of \$83,000 less \$29,000, the estimated salaries of 26 new appointees, leaving a net saving of \$54,000 to which should be added the increased efficiency of the re-organized staff.

Now in all these cases we give you the names of the individuals, their age, service, salary, present and average, and superannuation, and what they have paid in, and what they would be entitled to. Here are the facts in regard to the 98 men. A number of these come under the old Superannuation Act, and might have been retired before this if the Department wanted to go ahead with the matter, but they thought it better to leave it in the hands of the Commission. So far, nothing has been done in the matter.

Q. Would it not be possible for you to give us a statement of this without appearing personally in the matter?—A. Yes.

Q. Or would it be better to have you appear personally?—A. I could get half a dozen copies made of this.

*By Mr. Boys:*

Q. Without the schedule of names?—A. Yes, of the whole scheme. This scheme was submitted to the deputy heads before we submitted it to Council, and we have the opinions of all the deputies. I think I might make a resume of these opinions, and you would simply know that they were deputies, without disclosing their names.

Q. Yes, but have you any information as to why the balance of those over sixty-five have not been recommended? There is a hundred or so that have not been taken into consideration.—A. I suppose it is because the Deputy did not feel like giving the names. There is that feeling. That kind of thing will not be possible in the future at all, because we make an annual report on the work of every department. In connection with your work here, it might not have been a bad idea if you get the Commission's report to start with, to see exactly what work we were undertaking, because it is pretty much along the lines we require. This overmanning and overlapping will be inquired into and dealt with. We have been trying to control the sick leave, and we can tell you some of the difficulties we have been up against, even with our friends of the medical profession; so that we have been dealing with and giving a great deal of thought to all these questions, more so than the departments, because the departments are now looking to the Commission to handle the matter, and in connection with future Committees of the House, I think you will find it will only be necessary, in regard to the public service, to deal with the Commission, because they will be responsible for all these things, such as leaves of absence, salaries and promotions.

*By the Chairman:*

Q. We had a special object, because we wished to know from the officials themselves what they were doing in this line.—A. In regard to any changes that have been adopted by the Commission and put into effect, we have really not had a chance to see the results as yet. With regard to the leaves of absence, we have controlled leaves of absence ever since December last, and practically we have had no control since then, because we have been too busy with other things. We framed a set of regulations governing leaves of absence, and we allowed the departments—

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*By Mr. Redman:*

Q. They are not working very well?—A. No, there is that disposition on the part of the employee to look at the scale of sick leave, and to say, "Well, last year I did not get any sick leave." They forget that it is a leave of absence for a specific purpose and then it is a matter of having proper control of the medical examination.

*By the Chairman:*

Q. Which is not easy?—A. Which is not easy. We tried to confine the examination to a number of doctors in the city, making them responsible to the Commission, and we had a great deal of trouble with the medical profession. An indignation meeting was called and a resolution was passed; so we decided to take a standard form.

Witness discharged.

The Committee adjourned.

THURSDAY, June 5, 1919.

The Committee met at 11 o'clock, Mr. Steele, in the chair:

The CHAIRMAN: We have Mr. Desrochers here again this morning.

Mr. R. C. DESROCHERS: Secretary, Department of Public Works:

*By the Chairman:*

Q. You have already been sworn. You were to bring a statement with regard to leave of absence in your branch?—A. I have brought the statement you asked for.

Q. You may give a statement to the committee of the facts?—A. The statement that was prepared previously did not precisely indicate the employees who were absent, and since then, this statement has been prepared which gives very full details as to the causes of absence. There is a number of extended absences in this list for periods of over 100 days, and the cause of absence in these cases is given. In one case, for instance, the cause was pulmonary tuberculosis. That was a case of 112 days' absence.

Q. What is the total number of days' absence?—A. The total absence for the staff in my branch during the last fiscal year was 1,729 for forty-nine employees. My staff consists of 59 employees. The average absence would be 35 days. The average would be reduced, taking into account the total number of employees who had no absence during the year, ten.

*By Mr. Redman:*

Q. Were those temporary?—A. No, they are all permanent employees. In the previous fiscal year, 1917-18, there were 50 employees with absences charged against them totalling 1,345 days. That would be an average of 27 days for the employees that had absences charged against them. This average is greatly reduced if we deduct the extended absences.

Q. We will go into that later; give us a general statement first?—A. If you deduct the absences of over 90 days, there are eleven. For the 39 remaining the average is 9 days, only. There are eleven employees whose absences of over 50 days would average 90 days. That is among the eleven. That would reduce the general average to only 9 days. Carrying this calculation over the last fiscal year, and deducting the ten employees absent over fifty days, whose total absences are 116 days, that would reduce the average for the remaining 39 employees to 13 days, a very much lower average than would be indicated if you allowed the extended absences to remain on the list. Influenza is the cause of absence in the case of 15 employees, a total of 394 days.

[Mr. R. C. Desrochers.]

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*By Mr. Mowat:*

Q. That averages what?—A. 26 days.

*By the Chairman:*

Q. What is the total of absences due to other causes?—A. I have not calculated that. 1,335 out of a total of 1,729 days for the present fiscal year would be for other causes, and 1,331 would be for other causes in the present fiscal year; that is, deducting the influenza cases. That is the information which I think you desired to have.

Q. 39 employees absent under 50 days give a total of 569 days. Of these, 394 days' absence were due to influenza. Is that correct?—A. No, the 394 is not deducted from the 985.

Q. This statement is for 1918-19. In 1918-19 10 employees were absent over 50 days?—A. There would be no influenza patients in that number.

Q. Leave that out of consideration, there are 39 employees absent under 50 days, a total of 569 days?—A. Yes.

Q. Of these influenza caused 304 days' absence?—A. Yes, that would account for that.

Q. That would leave 175 days due to other causes than influenza?

*By Mr. Mowat:*

Q. 39 out of 175?—A. Yes. On the face of it, it looks very strong, but on analysis—

*By the Chairman:*

Q. That does not take into consideration those who were absent on extended leave? For 1917-18, omit those who were absent for 50 days; there were 59 who averaged 9 days absence?—A. Yes.

Q. So that the absences that year, or at least many of them, were not due to influenza. The number who were not afflicted with influenza was greater than those who were not afflicted with influenza last year?—A. Yes, this statement gives in detail the cause of absence.

*By Mr. Redman:*

Q. We might have the details of the 11 who were absent over 50 days?—A. The first on the list is one of 112 days' absence. It was a case of moderate form of pulmonary tuberculosis. That accounts for 75 days' absence, influenza 20 days, tonsillitis 5 days, and 12 days in shorter periods where no certificates were required.

*By Mr. Mowat:*

Q. Is that allowed?—A. Yes.

*By the Chairman:*

Q. Does that lady come to the department at all?—A. She is a regular attendant when she is well.

Q. Has any objection been made by the other clerks?—A. There has been no objection.

*By Mr. Mowat:*

Q. That is probably due to their good nature rather than to their good judgment?—A. Probably.

*By the Chairman:*

Q. Do you think that any person like that should be excluded from the office?—A. I think so; I think it is a menace to the other employees of the department.

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Q. I think it is strictly contrary to the spirit of the health regulations of the province?—A. Yes, it rests with somebody to take the initiative, to make a move. It is very difficult to recommend dismissal.

Q. What is the next one?—A. The next one was absent 228 days. This man has arterio-sclerosis with high blood pressure. This is the case I told you about last time, a very serious case. We are pretty sure that he will not return to the department.

*By Mr. Mowat:*

Q. What did you say his age was?—A. 43.

*By the Chairman:*

Q. How long has he been in that condition of health?—A. For two years probably, or a year and a half. He has come into the department on and off, dragging himself there to try and keep up his attendance.

Q. He is now on leave without pay?—A. Without pay. The next case is one of 150 days' absence; cause chronic bronchial asthma.

Q. How long has he been absent?—A. 150 days, and he had some absence during the year previous to this from the same cause.

Q. I see his salary is \$2,800, and he is 55 years of age?—A. Yes. He is now at the office, and on the road to recovery; he is almost as well as ever. He is regularly in attendance now.

*By Mr. Redman:*

Q. Do they get paid for these periods of absence?—A. Some of them. The one I spoke of previous to this one is without pay.

Q. It depends on the length of service?—A. No, it depends on the length of leave which the regulations will allow. These regulations allow pay for a certain leave.

*By the Chairman:*

Q. What is the next one?—A. A case of nervous lesion. This employee is in pretty bad shape. The next one is 227 days, neuritis and neurasthenia. That clerk is back at the office now in regular attendance, and I think he is able to attend to his duties satisfactorily at present. He was paid for the time during his absence.

Q. It is a long absence for the trouble. Did he have medical certificates?—A. Medical certificates.

Q. Did he report at all during that time?—A. Yes, but he was in a bad way mentally. He is apparently physically well, but he complains that he has no desire for work. He is quite serious in saying that he has no desire for work. Then there are 67 days, influenza 58 days and 9½ days separately, no certificates.

Q. In that case, did you receive certificates at intervals?—A. No, just one certificate. The certificate is produced in the early days because the by-laws require a certificate for payment of salary to be made. There is only one certificate. The next case is 102 days, hernia and an operation. That man is well now and in the department.

Q. He ought to be in that time. He has been treated very liberally?—A. It is not mentioned in that statement, but he has also had trouble with his teeth, while under treatment for hernia.

Q. That should not interfere with doing office work if he is otherwise well?—A. He had some internal trouble. I see the note here "82 days, injury from fall, sprained ankle, an accident." Here is another, "21 days influenza," 33 days, 5 days absent, 3 without certificate. Absence 14 days on account of smallpox, total of 82.

Q. Have you a statement of the absence the year previous?—A. Yes.

Q. 13½ the year before?—A. Yes. Then 59 days, influenza 40 days, without certificate 6 days in separate intervals of 4 times. Then nursing for the influenza—this was allowed by Order in Council. 80 days enteric fever and influenza. Certificate given 77 days and 3 days.

[Mr. R. C. Desrochers.]

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Q. 1917-18, thirty-nine employees, average 9 days absence, that is a third of a month. That is considerable absence total for your branch. That is 351 days and that is not including those who were absent for a lengthy period?—A. I think you should take into account the total number of employees not sick at all. There were 11 not accounted for at all. The total in my branch was fifty-nine, so that if you add nine more to the thirty-nine, it makes forty-eight, which reduces the average of thirteen considerably.

Q. That is for 1918-19, but look at the 1917-18 figures. Are there some not included in this statement?—A. Yes. The same reason would apply there.

Q. There should be less sickness absence in a staff of office employees like yours than among factory workers. The average among the working factories of the United States is 9 days per year?—A. Yes.

Q. And nine days is the average given here, not including those who were absent for a longer period?—A. I do not know how the conditions governing the health of employees in factories and those in government offices would compare. I do not suppose that there would be any material difference, but there are accidents in factories.

Q. As a matter of fact take the total absence 1917-18, which is 1,345 days; that is very nearly 10 per cent of the total time.—A. That is a long period.

Q. It is a large reduction of the working hours of your staff—10 per cent?—A. Yes, it is.

Q. Some would be absent without pay?—A. Yes.

*By Mr. Charters:*

Q. In addition to that how many days did they have?—A. They had three weeks statutory leave, regular holiday.

*By Mr. Long:*

Q. You are drawing comparisons between the amount of sickness in this line of work and that in the factory. Do you believe that all those days of absence are actually caused through sickness?—A. We have doubts at times and ask for a medical certificate, where the employee is subject to doubt. I have done so recently, but in most cases, you can take the word of the employee. Of course, some of them are shirkers and will get away when they can.

*By Mr. Redman:*

Q. Do you think we could improve that condition if we had a medical board appointed by the Government, and compelled these men to get a certificate from them?—A. Yes.

*By Mr. Mowat:*

Q. That would be an improvement?—A. Yes, that would be an independent board.

*By Mr. Redman:*

Q. A board on salary for that purpose alone?—A. Yes. Of course there is also the possibility of visiting inspectors.

Q. Medical?—A. Not exactly medical.

Q. It would have to be in that case.—A. Not necessarily.

*By Mr. Mowat:*

Q. Nurses?—A. Yes. Of course there would be difficulty in that case, because that would be smacking of detective work.

Q. You have to assume that a proper civil servant is a man or woman of self-respect, otherwise they should not be there?—A. Yes. I suggested the other day that possibly that if the initial leave would be restricted to say a month, instead of giving an extended leave of two or three months on the first medical certificate—

[Mr. R. C. Desrochers.]

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Q. Regulation 36 is lenient in your opinion?—A. Perhaps so, and calling on the employee to renew the certificate from time to time because if a clerk is allowed three or four months he will take it, no matter how well he may become in a very short time.

*By the Chairman:*

Q. You mean progress reports, as to how the patient is progressing?—A. Yes.

Q. Are there any forms used for medical certificates?—A. Yes, we have a printed form, and the Commission has since prepared a special form for use in future.

*By Mr. Charters:*

Q. Do they ask for leave, or just go away?—A. They go away sometimes. They may come in and report when they feel sick, but usually we are advised by telephone or by a friend that the clerk is sick.

Q. You work 6½ hours a day?—A. That is our regular day, but a number of our staff work longer than that.

Q. Are there enough to do the work?—A. I am going to ask for an increase in my staff.

*By the Chairman:*

Q. Do you not think you could speed up a little by getting some of these absentees to attend a little more regularly?—A. Well, the staff is working overtime to meet those absentees work. The staff is not keeping pace with the increase in the volume of work. Our work has gone ahead in tremendous proportions.

*By Mr. Charters:*

Q. What about the mornings, are the staff punctual?—A. They are. We keep a very severe check on their attendance.

*By Mr. Long:*

Q. On a certain class of clerks only?—A. Yes.

*By Mr. McCrea:*

Q. Do they work overtime?—A. Yes.

Q. Is it necessary if they are busy during the regular hours?—A. Yes. The staff at present is not sufficient to keep pace with the work during the regular hours.

Q. You had better make the day a little longer then, and work the same hours that our people have to work.—A. There is no reason why the departments should not have an 8 hour day at least.

*By Mr. Charters:*

Q. How long ago is it that the 6½ hour day was established?—A. I think it is four years ago. Previous to that it was half-past nine, the hour for arriving in the morning. I cannot say exactly when the change took place. The hour of departure in the afternoon was four o'clock and that was made 5 o'clock. I cannot say when that change took place; it is some years ago. Now it is from 9 o'clock to 5 o'clock. It used to be from 10 o'clock to 4 o'clock, and then from half-past nine to 4 o'clock.

Q. Now it is from 9 to 5?—A. Yes.

*By Mr. Long:*

Q. When the House is not in session, you cut down the hours?—A. Yes, it is from 9 to 4 during the summer months if the House is not in session.

Q. What do you call the summer months?—A. June, July, August and September.

Q. During October and November, although the House might not be in session, the hours would be from 9 to 5?—A. Yes, 9 to 5.

Q. What extra amount of work do you find is thrown upon the staff through the questions and so forth that are put upon the Order Paper? Do they add extra work?—A. They do. Sometimes it requires considerable searching. We have a staff that looks after that specially.

[Mr. R. C. Desrochers.]



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Q. A special staff for that work?—A. Yes.

Q. What do they do when the House is not in session?—A. There is the annual report, which is always in preparation, and various duties to attend to. The annual report is one of the large works.

Q. The extra work that is thrown upon the Department by virtue of the House being in session is only handled by a special branch of the department?—A. Yes, so far as the preparation of answers to questions is concerned, but the work of the House throws other work on the general staff. Take the estimates, all staffs are engaged on that, the chief architects and chief engineers. There is a special staff to prepare the estimates, so that the whole of the staff is virtually engaged in that work.

Witness discharged.

Mr. H. E. HUME, sworn.

*By the Chairman:*

Q. What is your position in the Interior Department?—A. Chief clerk of the Lands Branch.

Q. I notice in the statement sent to us that in your branch, on April 1, 1918, there were 67 employees, and the absences reported in this statement 1,543½ days?—A. Yes.

Q. That is an average, I think, of 25.3 days?—A. I figured it out as 23, it adds up to 23.

Q. How many were absent on military service?—A. We had then I think 6.

Q. Not taking the 6 into consideration would leave 61, and I think their average is 25.3?—A. I see.

Q. How many females have you?—A. About 38.

Q. Have you calculated their absences?—A. Not separately.

Q. My calculation shows that the females were absent 29.3 days, and the males, of whom there would be 23, not including those absent on military service, showed an average absence of 18.6 days. That is approximately correct, I think. Is there any explanation for that?—A. Well, I have a detailed explanation, case by case, and the doctors' certificates.

Q. Is there no general explanation?—A. I do not think there are any general remarks that would apply to the whole branch, because each case is taken on its own merits. I have a statement here showing the nature of the disease, and the name of the doctor, and the time of the certificate in each case.

Q. Do you find that the female employees generally are absent more frequently than the male employees?—A. It has not occurred to me in that way. These figures would seem to prove it. It might be something in the year; for instance, last year was a bit exceptional.

Q. Have you a statement for 1917-18?—A. Yes. There were 63 employees, and 985 days' sick leave.

Q. Does that include all the leave?—A. That is sick leave. I understood that was what the committee was after.

Q. There would be days of absence that would not be included under sick leave?—A. There are a few. For instance, a man might get a day off on special leave for some special reason. But this is sick leave.

Q. Sick leave only?—A. Yes, it does not include holidays or military leave.

Q. Does it include those days that the employees are allowed to take without presenting a doctor's certificate?—A. Oh, yes, it includes all sick leave. That is, we do not ask for a medical certificate unless he is absent more than three days. That has been the rule.

[Mr. H. E. Hume.]

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Q. When an employee is absent two days this week, and perhaps two days next month, what do you do?—A. We would not call for one unless there was some reason to suppose that they were playing tricks.

Q. Are these days included in this?—A. Oh, yes.

Q. You take for granted that every person absent is absent on sick leave?—A. We find out and satisfy ourselves, and if there is any trouble about it, it has to be taken up specially. But when a clerk is away, he has got to say when he comes back why he has been away. As a matter of fact, he has to let us know when his absence commenced.

Q. How many days of last years' absence was due to influenza?—A. I think about 400 days in October and November, 1918. That reduces the total somewhat. It makes it about 1,100, or thereabouts.

Q. You have some special cases of lengthy absences, have you not?—A. We had in 1917-18. We had five cases which were much about the average.

Q. Take 1919?—A. There are ten cases in 1918-19 that ran an average of 72 days.

Q. Give us briefly the details of these ten cases?—A. We will commence with one of 69 days. He had influenza and had a relapse. We had certificates from Dr. McPherson establishing the fact that he had these two attacks. The whole of the absence was covered by the certificates.

Q. The next one?—A. That was 81 days' absence. She had an attack of pleurisy, and in the same year she had an accident, she broke her wrist. Dr. Baskin certified in both cases. We had an Order in Council covering one of her absences because it was somewhat lengthy.

*By Mr. McCrea:*

Q. There are 63 employees all told?—A. Yes, sir.

Q. How many days were they absent all told?—A. In 1918-19, 1,543 days.

Q. Does that include holidays?—A. No.

Q. The holidays are in addition to that?—A. Oh, yes.

The CHAIRMAN: Nor military service.

*By Mr. McCrea:*

Q. How many holidays are allowed?—A. Three weeks. The next case was that of a girl, 61 days, influenza and pneumonia. There was a medical certificate covering that time.

*By the Chairman:*

Q. What is the next?—A. A girl, 59 days. We had an Order in Council in her case, because there was one absence which was quite lengthy. Dr. Baskin certified to her illness. Then there was another lady, she was away for 70 days, May and June, 1918. She had an operation; there was something the matter with her nose that required an operation, and she also had influenza in October, 1918. Her case was covered by a doctor's certificate.

Q. What is the next?—A. A lady, 97 days, November and December. She was away with influenza. Dr. McElroy certified that she had a relapse, and Dr. McElroy certified that she had nervous debility with fainting spells, and she was away then for about two months and a half with that. In her case, the new regulations have come into force. She gets two months with full pay, and one month with half pay, and if there are more days she won't get paid for them under the new regulations of the Civil Service Commission.

Q. She has been in the service five years?—A. Five years, yes. Then there is the case of another lady, 73 days, influenza, and afterwards an attack of jaundice. There was a doctor's certificate covering both absences.

[Mr. H. E. Hume.]

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Q. What is the next?—A. Another lady, influenza and pneumonia. She was a very sick woman, indeed. Then there was a case, 75 days. I might mention that there were 42 days of that period that he was without pay.

*By Mr. Mowat:*

Q. You have a regulation, No. 36, I think, as to leave. Is it taken advantage of?—A. I do not recollect it by the number.

Q. It is about leave of absence?—A. That is a new regulation and has just come into force, so that we have not had an opportunity of trying it out at all.

Q. Some one said that some civil servants had got into such a frame of mind that they were actually studying these regulations to see what they could do. You have not noticed that?—A. Oh, no.

*By the Chairman:*

Q. I see one case here, absence, total 82½ days, June, November and December, due to severe colds. That is a very lengthy absence for severe colds?—A. That is the way the doctor put it. I might just say that this case reported for duty one day last winter. I sized her up and sent her home, thought she was not fit to be on her feet. She is delicate in health, and I think she has a predisposition to lung trouble. That is one case where if I had been the doctor I would never have allowed that woman to come back in the condition she was in.

*By Mr. Mowat:*

Q. You do not want to be a martinet in your department?—A. I try not to be.

Q. And at the same time not to be thought too easy?—A. Yes, we want to strike a medium, as far as possible.

*By Mr. Redman:*

Q. Have you perfect faith in the bona fides of all doctors' certificates you get?—A. I think I ought to be excused from answering that question.

Q. I am asking you about the state of your own mind when you receive them?—A. To set myself against the medical profession? You must think I am inviting trouble. I have trouble enough of my own.

*By Mr. McCrea:*

Q. You do not have a medical certificate of fitness before they join the service? I believe it would be well to have one.—A. The Civil Service Commission regulates that. I believe that is in their rules.

Mr. McCREA: I notice the average sick leave is twenty-four and thirty-seven sixty-thirds. The total absence, including absence on sick leave and holidays averages 45½ days. It is a pretty high rate of absence from people who pretend to be working—practically two months.

Mr. CHARTERS: And in addition to that there are occasional days on which they are off for weddings, funerals, picnics, and things of that kind.

WITNESS: Well, we cut that down as far as we can.

*By Mr. Charters:*

Q. You do not eliminate that altogether?—A. Not altogether. If a man is working well and is putting in good hours and sometimes puts in overtime, and that man comes and asks to get away half a day we would not say that he could not go.

Q. Is not a man's salary fixed on the assumption that he is going to do good work every day?—A. Some of them put in extra time.

Q. How many?—A. There is a very respectable minority who would not think of leaving their desks in poor shape at five o'clock.

[Mr. H. E. Hume.]

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Q. Is that not because of the fact that the work is allowed to drag during the early part of the day?—A. I assure you I do not stay after five o'clock because I fool away time before that. I am there many nights till six, and I am not there till six if I can get away at five.

*By the Chairman:*

Q. The fact remains that in your branch with 67 employees there were about 1,100 days absence not due to influenza last year. That was a large reduction of the working hours in the branch. It must interfere with the efficiency. The main question we are interested in is to know what efforts are being made to reduce legitimate business to a minimum, and how effective those efforts are in reducing it. On the surface it would be difficult to convince me that there is not a good deal of absence in your branch that cannot be justified. There may be an explanation that you can give?—A. You will not feel satisfied with a doctor's certificate.

Q. Not always, certainly not.

*By Mr. Boys:*

Q. Do you have a certificate in every case?—A. Yes.

Q. Every single case?—A. Where it is over three days at one time, but if a clerk is away for a day, that clerk reports to me, or calls me up and says, "I am sick, I can not be there to-day." I take that case on its merits, but if that clerk repeats it too often, I am going to get after him.

Q. The holiday is three weeks?—A. Yes.

Q. The average absence, apart from the three weeks' holidays, is twenty-five days. That is getting close to two months in the year for every employee in your branch?—A. It is a month and a half, and then I think we ought not to treat these cases as averages.

Q. It is just about seven weeks?—A. Forty-two days.

Q. About 46.3 to be accurate?—A. Yes.

Mr. McCREA: That does not include Sundays, so that it is more than that.

*By Mr. Boys:*

Q. It is a matter of two months?—A. I see that.

Q. We are trying to get to the bottom of this thing, and what can be done to remedy it. If you were operating a business of your own, or managing it, would you tolerate any such absence as that on the part of your employees?—A. I must ask you to remember that I am not running a business, I am running a branch in the Civil Service.

Q. Would you tolerate it?—A. The two things cannot be compared.

*By Mr. McCrea:*

Q. Why not?—A. You cannot have permanency of position without the attending evils—

*By Mr. Boys:*

Q. Oh, yes, you can?—A. And one of the attending evils is that there will be in some cases a certain amount of easy-going among a certain number of the employees.

Q. Let me give you the ordinary illustration of the country postmaster, a permanent appointment, that sort of thing would not be put up with for a second. He is on the job practically every day, at a very small salary. I would like to get an answer to that question, if you feel you can answer it by shifting the responsibility, that is your privilege. If you were running a business or managing it would you tolerate any such absence as that for a moment?

[Mr. H. E. Hume.]

## APPENDIX No. 6

*By Mr. McCrea:*

Q. If you would tolerate it, do you think the company would?—A. What is the use of trying to put on me the responsibility for the principles on which the Civil Service is run?

*By Mr. Boys:*

Q. You can answer or refuse to answer, whichever you like?—A. The Civil Service is operated on certain well known principles. I have to operate my branch under those conditions.

Q. Do you wish to say that the only way you can answer that question is that under the regulations which are given you you can secure no other results. Is that the point?—A. I do not think I ought to be put in that corner.

Q. Personally I think you should. We are appointed by the House of Commons for the purpose of looking into this thing, and trying to make some recommendations to remedy evils, if evils exist. Personally I am convinced that that very large absence is not justified. You are the official in charge of that particular branch. Now I ask you—and I again repeat—if you were in charge of a business for a company or for yourself, would you tolerate any such average of absence as appears in your return?—A. Would you allow me to state what would be the alternative?

Q. I would like you to answer that first, and then I will move on?—A. There is business management and there is Government management. If I were running a business I could say to a man, "Here I do not like your looks, you get your time and pay and go," but I cannot do that in the Civil Service.

Q. You could find fault with an employee?—A. He could find fault with me.

Q. You are not afraid of that?—A. No, but I have to be careful of my men?

Q. Why?—A. We are all servants.

Q. You can see the conditions under which these men are working and surely your suspicions are aroused?—A. If my suspicions are aroused I go after that man.

Q. Have your suspicions never been aroused?—A. In some cases they have been aroused and I have gone after the men.

Q. Have you gone after six out of the whole lot?—A. I am sure I have gone after more than that. I have made myself decidedly unpopular because I have very strong views upon this point, but I do not see that I am called upon to ventilate those views before the committee. My place is to leave these views to my superior officer.

*By Mr. Redman:*

Q. You have been ordered by the House to answer all fair questions?—A. Yes, but how am I going to say here that I hold certain views which might embarrass my superior officer?

Q. Speaking legally, in my judgment, you must answer the question?—A. You may rest assured that I am not going to do it. I will submit my recommendations to my superior officer.

Mr. McCREA: He has not answered the question yet.

*By Mr. Boys:*

Q. I will repeat it, and you will either answer it, or decline to answer it, and not proceed to give an answer that is no answer at all. The question is this: If you were managing your own business, or were managing a business for others, would you tolerate any such average absence as appears in the return you have just handed in, namely 25·3 days, which is apart from the three weeks' holidays?—A. I do not see how I can answer it.

Q. It is very easy?—A. It is not a business proposition.

Q. Not a business proposition? Surely you do not make that statement seriously. It is the very essence of business?—A. Underlying the foundations of the Civil Service—

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*By Mr. McCrea:*

Q. We do not want any argument, answer yes or no?—A. You have to show—

Q. There are three answers you can give; yes, no, or I do not wish to answer?—A. Then that is the best way, I do not wish to answer.

*By Mr. Boys:*

Q. Why?—A. Because I do not think this is the place for me to ventilate my views as to how a department should be run when I am a junior officer in the department.

Q. I am not asking you to say how the department should be run?—A. Is not that it?

The CHAIRMAN: This Committee is representing the House of Commons, and the House of Commons is supreme even in matters pertaining to the Civil Service.

*By Mr. Boys:*

Q. We have had Deputies telling us frankly that under the regulations, in their opinion certain things cannot be done?—A. They are the people to tell you, and not me; that is the point.

Mr. Boys: Not at all?

*By the Chairman:*

Q. The Deputy of this department told us the other day that the head of the branch was responsible, practically for the absence of the employees?—A. Well, yes.

*By Mr. Mowat:*

Q. You have shown your reluctance to express an opinion, but on pressure you have no excuse for not answering?—A. Pressure does not alarm me at all. I do not think it is a proper thing for one in my position—

*By Mr. Boys:*

Q. What are we appointed for?—A. I suggest that you take the man who is in charge of the department and ask for his views.

*By Mr. Mowat:*

Q. He says you are the head of the branch?—A. I can give you facts, not opinions.

Q. That is the only way to get at the facts?—A. I have very strong views on these things, but I do not propose to ventilate them because I am not able to carry them through. As a matter of fact, I never did run a business of my own.

*By Mr. Long:*

Q. Have you met with opposition in putting your views as regards the cutting down of the absences?—A. I have met with a great deal of opposition from the people I went after.

Q. What assistance did they get in pressing their views on the matter? Did they get any from members of the House of Commons?—A. I do not think so.

*By Mr. Mowat:*

Q. Do you think your immediate head would approve of your closing up like an oyster?—A. I do not wish to withhold anything that is of any value to the committee.

Q. Yet, when we ask a question you will not answer?—A. What is my opinion worth to this committee?

[Mr. H. E. Hume.]

## APPENDIX No. 6

*By Mr. Boys:*

Q. If you are qualified, and I have not the slightest doubt that you are, for the position you occupy, your opinion ought to be worth a good deal?—A. Suppose I came with a proposition that you should allow me to hire and fire, would you tolerate that?

*By Mr. Redman:*

Q. We would put it on the record?—A. There are just two schemes, one is that if I am in charge of a departmental store, I can pick my own staff, and I can say to such and such a man, you will have ten dollars more a month, while I can say to another man, I am going to cut you down two dollars, you do better things after this.

*By Mr. Boys:*

Q. That is not the point at all. You are in charge of a branch where the employees' absence is far beyond that in any ordinary business.—A. They have furnished certificates; these certificates have been submitted to me, and I accepted them.

*By Mr. Redman:*

Q. You believe that these medical certificates are absolutely authentic?—A. I certainly do. Am I going to walk into a man's house and say: Your doctor says you are sick, but I do not believe you are sick.

Q. You have said that when you get a doctor's certificate you absolutely believe what you get in that certificate?—A. We have to, we must.

Q. Do you, as a matter of fact?—A. How can I challenge a doctor? Can I say you have misjudged this case entirely, and I know more about this man than you do?

Q. You have absolute confidence in that certificate?—A. I have, decidedly. There has been no certificate submitted to me that I thought was a bogus one.

*By Mr. Boys:*

Q. I can understand your point; if a person brings a doctor's certificate, it is your duty to accept it?—A. Yes.

Q. But if a man keeps on presenting them for half the days of the year?—A. We have no cases like that.

Q. I did not say that. What I was asking was, is there no limit?—A. No limit? There was a certain man who broke his ankle, and was absent for three weeks and a half.

Q. I quite understand that there are some cases that are perfectly right, but coming back to the other point; you have an average of about two months' absence in the year for every employee in your branch. Perhaps I should ask you this question: Does that cause you to hesitate as to the accuracy of certificates, and as to the justification for absence?—A. In individual cases, a few, a very few. There might be some hesitancy, but not as a rule.

*By Mr. McCrea:*

Q. To get back to the man who broke his ankle, and was away three weeks, where did this happen, in the service or outside the service?—A. It was after hours. I think he was going home, but I am not certain. It was after hours.

Q. Would it not be necessary for you to know where the man was hurt; whether this accident really overtook him in the service of the Government or on a lacrosse field, or somewhere else? If he broke his ankle away from the service, and was laid up for three weeks, is there any reason why he should be kept on the pay list?—A. If he were playing lacrosse, it would have to be a question for decision whether he was entitled to claim leave.

Q. As the head of your department, would it not be within your right to know where the accident occurred?—A. I know it took place on the street, and he was not engaged in sports of any kind.

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Q. Was he going to or coming from his work?—A. I do not think he was.

Q. Then why should he be kept on the pay list if he broke his ankle away from the service?—A. In the service he would be entitled to full pay.

Q. But if he broke his leg or ankle away from the service, I do not see why he should be kept on the pay list. An ordinary business company or corporation would not do so, I think. I do not know of very many that pay their men who meet with an accident away from their work. They are bound, of course, to pay a man if he is injured at work?—A. There is no doubt that the regulations governing sick leave in the Government service are lenient, and they would not refuse a sick leave with pay because the accident did not take place at the office. It has never been done.

*By the Chairman:*

Q. It is one of the privileges that civil servants have that other employees do not have?—A. It has been the policy.

Q. Let me read Regulation 41:—(Reads)

In addition to statutory leave, or sick leave the deputy head may grant to any permanent officer, clerk or employee in his department special leave of absence on compassionate or other grounds for a period not exceeding six consecutive working days at a time or fifteen working days in any one fiscal year.

Now we understand that the deputy head of the department does not take upon himself the responsibility of dealing with these applications. Would these applications be presented to you?—A. They would be presented to me, yes.

Q. Have you had many applications on these grounds during the past year?—A. Well, these regulations have only been in force a few months, and I do not recall many applications. There have been some for a day or two.

Q. It is possible under these regulations for an employee to be absent 15 days in the year without being sick?—A. That is true.

Q. The head of the branch, I understand, is supposed to be responsible. That does not cover sick leave; that is not sick leave at all. We have practically no leave of that class. Perhaps one day per man per year.

*By Mr. McCrea:*

Q. What are the hours of the service?—A. 9 to 5.

Q. How much time for lunch?—A. An hour and a half.

Q. That is 6½ hours. Is that for the whole year?—A. By the new regulations, they let the employees out at 4 o'clock in the summer if Parliament is not sitting.

Q. For how many months in the year do they work 5½ hours a day?—A. Parliament is sitting now, and the hour is five. If Parliament adjourns on 30th June, from then until the 1st October, it would be 4 o'clock.

*By Mr. Boys:*

Q. What is called the summer season?—A. 1st June to 1st October.

*By Mr. McCrea:*

Q. So that there are four months of the year when the hours of labour are only 5½ under the regulations?—A. I do not confine myself to these hours myself, and I think that is about all I can say.

*By Mr. Long:*

Q. When it comes to embarrassing his superior officers I think I have a little sympathy for him, but here is a case in which I do not think he should be reluctant to give an answer. I would ask what he considers the percentage of efficiency during the season of short hours, the four months in the summer?—A. I do not like it myself, that is my opinion. I do not care for it.

[Mr. H. E. Hume.]



## APPENDIX No. 6

Q. What is the remedy you would suggest?—A. Work longer.

Q. Do you think they would do one hour's work more if they went in at 8 o'clock in the morning and had the afternoon off?—A. I do not think there would be much gained in that way.

*By the Chairman:*

Q. I have not a clear understanding yet regarding the short absences that are permitted under the regulations, where an employee may be absent 6 days without presenting a medical certificate. Is it not a fact that many of your employees do stay out a day now and a couple of days again without a medical certificate?—A. Yes, sir.

Q. My point is, what evidence do you demand from those to show that they have been properly absent?—A. A general sizing up of the situation and their word of honour.

Q. What percentage of these employees are absent for reasons other than sickness?—A. That would come under the heading of this special or compassionate leave. We have very little. There will be a day now and again.

Q. Yours is the most unhealthy staff that I think any employer ever had the responsibility of looking after. You are not, of course, responsible for their health. What are the sanitary conditions in your office? Are they healthy? Is there good ventilation? I know that some offices in the Government departments are not good.—A. There are certain drawbacks, but there are drawbacks nearly everywhere. We have rooms that you cannot possibly heat in a cold day in winter. The engineer says he cannot do it.

Q. That should not be tolerated. But they are not overcrowded?—A. They are not overcrowded.

The CHAIRMAN: Have the members of the Committee any other questions to ask Mr. Hume?

Mr. BOYS: Except to congratulate Mr. Hume on having successfully evaded giving any opinion.

WITNESS: I assure you that I have no desire to withhold anything that the Committee would make any use of. Might I say that you have to choose between the old system whereby men were hired and fired at the pleasure of their superior and the present system where they are not.

*By Mr. Boys:*

Q. I have not dealt with that at all. I am not asking you to fire anybody. I have been merely asking you whether this extraordinary average absence seems to you remarkable. That is all I am asking?—A. I do my best to cut it down. I go after these fellows.

Q. I am not criticising you. I am simply asking whether this extraordinary absence causes you to wonder?—A. It certainly does.

Q. That is practically an answer to my question. Now have you taken any steps to try to ascertain why such a condition exists and to have it remedied?—A. I take each individual case. I take the person who calls up in the morning and says he is sick. I say, "All right." I will make a note of it and ask, "Are you seriously ill." They may say, "I hope to be back to-morrow." I say, "All right." When that person comes back it is largely a question of their truthfulness. If a person is sick for two weeks, I get a doctor's certificate certifying that the person has been ill and unable to attend to his official duties.

Q. It seems to me that if I were in your position, something like this would appeal to me. A certain individual has been absent quite a number of times during the year. Have you ever taken the trouble before dealing with a case like that to look up and find out how often he has been absent during the previous six months?—A. I watch them.

[Mr. H. E. Hume.]

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Q. Do you not say something to them?—A. I certainly do, if I have to.

Q. Having taken that course to satisfy yourself, do you say that in the most of these cases everything seems regular and all right?—A. I am satisfied that there is very little bogus leave.

Q. Then you have to admit that you have a mighty unhealthy staff?—A. I do admit it.

*By Mr. McCrea:*

Q. You had better have a more strict examination of these people before they enter the service. When any member of your staff wishes to remain at home or go to the horse races, is it not pretty much along the same lines that a doctor gives a certificate for sickness as he gives a certificate to some fellow who wants a drink of whisky. I would like to get a little information. Would you prepare for this committee a statement giving your total absences through sickness, your total absences for vacation. Add up your total lost time, the total absence from the service, and then figure that on the basis of four months at 5½ hours a day and eight months at 6½ hours a day. Deduct the lost time, including the absence on leave, from the total working days in the year? And show us how many days, or how many hours a day—

Mr. BOYS: The average number of days?

Mr. MCCREA: Yes, the average number of days?

WITNESS: I have figured it out for my own information beforehand.

Mr. MCCREA: I want the holidays, and I want to know how many hours a day the men are giving the service which they are rendering to this country for the 360 days less Sundays and holidays?—A. I do not think that is a fair way to look at it.

The CHAIRMAN: You prepare a statement.

WITNESS: You want the total absence through sickness and total absence for vacation.

Mr. CHARTERS: And the total absence for compassionate leave.

Mr. MCCREA: Parliament is very strongly of opinion that we should take over the whole railroad system of this country and practically every other public utility and we want to get full information as to how we are going to run it.

Mr. MOWAT: We want to see if it is possible to get the Civil Service down to a business basis. Figure out the absence and see how many hours the men are giving to the country.

Mr. BOYS: The average number of hours per day the men are giving to the country.

WITNESS: How shall I show the committee the time that the hard workers put in after hours which is not put down on any sheet?

Mr. BOYS: We can have that afterwards.

Mr. REDMAN: Put that as a postscript.

WITNESS: I think that is a mighty one-sided proposition.

Mr. BOYS: We are not at the moment asking for your opinion of it.

WITNESS: Do you think it is fair to cut down the time they are away and not consider the time they are there after hours?

*By Mr. Boys:*

Q. What right have you to assume we won't consider it?—A. Because it will not be in the statement.

Q. We can consider it and will consider it?—A. In a most respectful way may I suggest whether you are aware what proportion of the staff do work overtime? I could not tell you offhand, because it is not marked down anywhere.

[Mr. H. E. Hume.]

## APPENDIX No. 6

*By Mr. Redman:*

Q. Why talk about it?—A. Because it is very considerable.

Mr. BOYS: You can add your best estimate as to overtime.

Mr. McCREA: and your unbiassed opinion as to whether the work could not be done within the hours they were supposed to be there, if they were there, and gave strict attention to their work.

WITNESS: Some days the work comes in much heavier than others, and if you are going to let it lie over in order to get away, it will have to be done another day, and of course you may not have a full day some days later.

Witness discharged.

Mr. W. S. GLIDDON, sworn.

*By the Chairman:*

Q. How long have you been in charge of the branch?—A. I am only assistant.

Q. We have a statement sent in by the department showing there were 101 employees on the 1st of April, that the absence during last year was 2,986½ days, not including absences on account of military service?—A. There are two items in that that are included in the military service. There is 321 and 139 days, making a total of 460 days.

Q. Not including military service, how many days' absence?—A. 2,526½ days.

Q. That averages nearly 25 days?—A. A little over 25 days.

Q. How many female employees have you?—A. 52.

Q. And males?—A. 49.

Q. Does that include the military service?—A. Only part. Some are not included in that. Nine out of that number are on military service.

Q. That would be forty regular employees?—A. Yes.

Q. The committee would like to know your explanation as to what seems to us a rather extraordinary amount of absence last year. If there is any general explanation we would like to have it?—A. Do you wish me to take the list?

Q. Just general observation?—A. I have prepared a statement here and classified it. Without pay, there were 6 last year, total absence 619½ days. There was one special case, 264½ days. He, poor chap, is in the asylum with mental aberration.

*By the Chairman:*

Q. What salary does he get?—A. \$2,050. At the present time he has used up his leave allowed him in accordance with the Civil Service regulations, so that he is not getting any salary at present. Then, on account of influenza, there were 7—4 ladies and 3 gentlemen—total 216 days.

Q. Yes?—A. For nursing influenza. Doubtless you will remember there was a call for nurses and the Government allowed the female members of the service to go and nurse. That accounts for 86 days. Then special cases, the lowest is 46½ days. There were ten of these special cases—8 ladies and 2 gentlemen.

Q. Anything special?—A. Yes, the first one on the list has been in poor health for some time. He has now left the service on account of ill health, securing what is coming to him on account of his years of service. The next is inclined to be delicate. A brother contracted tuberculosis on military service, and another brother died of the same trouble recently.

Q. He is probably tubercular?—A. Yes. The next case, a lady, had pleuro-pneumonia and a recurrence of the same trouble within the twelve months. She is one of the most faithful officials we have amongst the female staff. The next is 66 days. This lady is inclined, I think, to be tubercular. She is away at present. She has had

[Mr. W. S. Gliddon.]

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pleurisy, but I fancy it is tubercular trouble because her father and brother both died of that trouble. She is on half pay at present. She is not back yet. The next case is 166 days. That is comprised almost entirely of half days. The lady is getting up in years, and has been in delicate health for some time. The arrangement was that she was to work in the mornings and to have the afternoons off. The most of that time is embraced in these figures. The next case is 71½ days. This lady had nervous trouble. The next 55½ days, pneumonia. The next is 59 days, not all at once. I do not know how many periods it embraces, but she is a delicate woman. The next is 59½ days, a somewhat similar case. She is a woman with a family of two small girls, and has had a good deal of sickness which entailed allowing her special leave. It is not all sick leave; some of it was special leave under that regulation, No. 34, I think, granting compassionate leave.

Q. Possibly leave was granted to enable her to look after her family?—A. When she was sick. This year, she is herself in the hospital at the present time. She had to undergo an operation. You will notice that deducting the total number of special cases leaves 2,492 days, and if you deduct these special items, 26 from 101 of the staff you have 75, which shows an average of about 6½ days. Eight or ten of this staff of course have no special or extra leave for sickness charged against them.

Q. Have you a statement for 1917-18?—A. I have.

Q. Give us the totals?—A. The total absence is 1,836 days.

Q. Have you divided that?—A. I have only roughly. It was only yesterday afternoon that the Comptroller handed me over the papers when he found that he was not in a condition to appear before the committee. As I supervise the staff, probably I am in as good a position to give you the information as he would be.

Q. What is the total of the special cases?—A. 1,120 days. That would leave 716 days, making an average of about 8·1.

Q. Are there any of these special cases in a condition to give the Government a reasonable amount of service? I was wondering whether the services of them could be dispensed with without any loss to the service?—A. There might be with regard to the temporary staff, but we are doing that as the men on military service are returning.

Q. I have reference to the six special cases. Most of them are absent for a considerable time. Is their physical condition such that their service is of very little value to the department at any time?—A. I do not know that I can say there are any, because they are all first-class officials. There might be one or two, or perhaps two or three that we might dispense with on that ground, but the officials, taking them on the whole, are exceptional, particularly the ladies of this staff. They are a very good staff.

Q. Take for instance that one who only works half the day?—A. She is advanced in years.

Q. She is not earning her salary?—A. Well, if you take perhaps her length of service into account—

Q. Any person who only works half a day cannot be earning salary?—A. She is at present in the hospital and not likely to return. She has used up all her time allowed by the Commission under the present regulations. I do not think that she has received pay since the first of April.

Q. Have you totalled up the absence of females and males particularly?—A. No, sir, I have not.

Q. I made a calculation, and I find that the average days' absence for the females on this staff is 43½ days, and the average days' absence for the males is 17·4 days. Have you any explanation of that?—A. Nothing more than that it is the natural result of the employment of women. The experience is that the average labour of woman is not equal to man's.

[Mr. W. S. Gliddon.]

## APPENDIX No. 6

*By Mr. Mowat:*

Q. Their salaries are less?—A. Yes, certainly.

Q. Is Mr. Greenway chief of your branch?—A. Mr. N. O. Cote.

Q. You think you have a pretty well-run branch?—A. Yes, we have a very fair staff, a staff that if the work is there to require overtime they will stay. But it is contrary to the principle of the Comptroller to ask them to stay overtime unless it is absolutely necessary.

*By the Chairman:*

Q. Is there much overtime put in?—A. Not very much, outside of the Comptroller and myself.

*By Mr. Boys:*

Q. Are you overmanned at all?—A. No, I cannot say that we are overmanned, but of course since the breaking out of the war our work was materially affected on account of the settlements in the West.

*By Mr. Redman:*

Q. They decreased?—A. Yes, to a certain extent. The work decreased, but the staff is not too large to cope with the work when it is at its normal condition.

*By Mr. Long:*

Q. Your work is seasonable. Do you find that you have considerably more work at certain times of the year?—A. No, except on account of the strike in Winnipeg, we are lacking our mail. Our receipts for letters last year to our own branch was 58,000. Of course, a large proportion of that comes from Winnipeg.

Q. Do you not think there is more work in the summer time than in the winter?—A. No, I do not think so; I think it averages pretty well all the year round.

Q. You have shorter hours in the summer?—A. Yes.

Q. And yet with the shorter hours you are able to handle the work without an additional staff, so that in the winter months you must have an extra staff. In that case there is no reason for doing very much overtime?—A. I do not know about that. The chances are there is just as much work in the summer time, but we endeavour if possible, in the summer time when the leave of absence is on, to divide up the work and request the staff to do a little more if possible.

Q. You have the same amount of work in the summer as in the winter?—A. Practically.

Q. Nearly all the leave takes place during the summer months?—A. Yes.

Q. The working day is one hour less during the summer?—A. Not always.

Q. But as a general thing it is? When the day is an hour shorter, the amount of work accomplished during that short day is generally recognized as being smaller, and yet with the same amount of work in the winter as in the summer, you manage to do it as well?—A. Two hours in the afternoon will average up as well as any other two in the day.

Q. That is in your branch?—A. Yes.

*By the Chairman:*

Q. The total amounts to a little over ten per cent of the total working days?—A. Yes.

Q. That must interfere with the efficiency of the branch considerably. It is not only the absence, but the example and feeling that is created in each employee by his neighbour being absent?—A. I grant you that.

Q. It must interfere with the efficiency?—A. It does, there is no question about that.

[Mr. W. S. Gliddon.]

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Q. This Regulation No. 41 permits of the absence of any employee who receives special leave a period not exceeding 15 working days. Have you many applications for leave under that heading?—A. Not very many.

Q. Have you many employees absent for a day or two without presenting doctors' certificates?—A. Well, you see a doctor's certificate is not called for under three days.

Q. Have you many absent without certificates?—A. Not many. What I mean by that is that it will bulk a small percentage spread over the whole branch.

Q. Some employees are more subject to that ailment than others?—A. Yes.

*By Mr. Boys:*

Q. The sports want a few more holidays?—A. I do not know that we are blessed with that class.

*By Mr. Mowat:*

Q. Have you discussed with other officials as to whether civil servants as a whole would be willing to pay a percentage of 5 to 7½ per cent of their salaries into a superannuation fund?—A. I have not discussed it, but in my own case, I come under the old Superannuation Act. I paid into the Fund for thirty-five years.

Q. And you are looking twenty years ahead from now with a great deal of equanimity?—A. Not that long.

*By Mr. Charters:*

Q. What are you entitled to receive?—A. Thirty-five fiftieths of the last three years' salary in the service.

*By Mr. Redman:*

Q. The three years before you leave?—A. Yes.

*By Mr. Charters:*

Q. Would that be satisfactory to the employees generally?—A. I think it would. I think to a large extent the servants who are in the Retirement Fund are not satisfied with it.

*By Mr. Mowat:*

Q. Do you think that the civil servants would like to go back to superannuation?—A. I am of that opinion.

Q. It means an awful reduction?—A. Yes, it does, but you have something to look forward to. It is five per cent at present.

*By Mr. Boys:*

Q. In your case it would be thirty-five fiftieths?—A. Yes.

Q. Supposing a man had been twenty-five years in the service, he would get twenty-five fiftieths?—A. Yes.

Q. The upper figure represents the number of years of service?—A. Yes, but service over thirty-five years does not count.

*By the Chairman:*

Q. How many of your employees in your branch might be dealt with by being superannuated?—A. I have not thought of that.

Q. There would be a number?—A. Yes, there would be.

Q. It has been said that you are very unfortunate in having such an unhealthy staff. If you think there is anything we can do to improve the conditions and bring about normal physical conditions, we would be very glad to recommend it?—A. So far as our staff is concerned, the only way you could do it would be by the elimination of a large proportion of the female staff.

[Mr. W. S. Gliddon.]

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Q. You are looking for a prescription for that difficulty?—A. It is a difficult task at times.

Q. You can say to the committee that in your opinion the leave could be reduced considerably?—A. Well, I do not know that I could. I know of several cases where certificates were applied for and refused.

Q. But many would be granted?—A. Yes.

Witness discharged.

Mr. C. E. PELLETIER, sworn:

*By the Chairman:*

Q. How long have you been head of the Mailing Branch of the Interior Department?—A. For about fifteen years, speaking from memory.

Q. According to this statement you have 19 employees?—A. Yes.

Q. Showing the aggregate days of absence last year 666?—A. Yes.

Q. By calculation that gave an average of 35 days?—A. I am sorry to say it did, sir.

Q. What explanation can you give the committee of that?—A. Well, the yearly absence for 1918 as compared with 1917 is due to the influence of the epidemic. Many of my clerks were victims of the disease, and there were other causes. There was an unfortunate accident to a couple of my clerks, one case in particular where the victim had to be at home, and the wrist had to be re-broken after the plaster cast had been removed. She broke her arm, and after getting well, when the plaster cast was removed, it was found she could not use her arm, and had to get it re-broken.

Q. Does that finish your statement?—A. Yes, as far as that goes.

Q. Any other special reasons for absence?—A. Of course, with a small staff as I have, if a serious accident happens to any of the clerks, it raises the percentage.

Q. How long was that employee absent?—A. 86½ days.

Q. Another was absent 83½ days?—A. Yes, I have here a medical certificate of the reasons. She suffered from serious nervous breakdown, testified to by the doctor.

Q. Another was absent 60 days?—A. Yes. One of my assistants had an attack of appendicitis, and he was testified to by Dr. Champagne. He afterwards got the gripe.

Q. Was he operated on?—A. He was not operated on. He was over a month and a half, I believe, in the hospital.

Q. You have another 65½ days?—A. Yes.

Q. A lady 30 years of age?—A. Yes. She suffered from serious kidney trouble. That was at the beginning of 1918. She was testified to by two doctors, Chevrier and Lambert.

Q. I notice the male employees average 21 days and the female employees 41½ days' absence?—A. Yes.

Q. You endeavour, however, to keep them under control?—A. I certainly do.

Q. Do they always ask you if they may be absent?—A. Certainly.

Q. What do you do if a lady is absent two or three days?—A. If she is absent more than two days I make her carry out the departmental regulations of producing a medical certificate. I report on that case to the Deputy Minister, to the heads of the Department.

*By Mr. Long:*

Q. Did you ever bring any pressure to bear upon any of your employees in the way of cutting down their absences?—A. I certainly give them a good taking down if I think they are imposing upon me.

Q. Did you ever meet with any resistance on their part in your efforts to reduce absences?—A. No, they would be very sorry and try to do better.

[Mr. C. E. Pelletier.]

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*By the Chairman:*

Q. And absent themselves again when occasion called for it?—A. I could not say. I have had some conversions.

*By Mr. Charters:*

Q. Do you have many backslidings after these conversions take place?—A. I really could not tell you.

Q. Have you anything to suggest which would reduce these enormous absences of your staff? The committee feels that this is too great a degree of absence.—A. My staff has been unhappily at a tremendous disadvantage on account of the grippe. We were cleaned out at one time.

Q. Have you any statement as to 1917?—A. Yes, my average was 21. You can see the difference right away.

Q. Even twenty-one days is too much?—A. Yes.

Q. It is practically a month?—A. Yes.

The CHAIRMAN: We hope you will have a better report next year.

WITNESS: I hope so.

Witness discharged.

The committee adjourned.

FRIDAY, June 6, 1919.

The committee met at 11 o'clock, Mr. Steele in the chair:

Mr. F. C. T. O'HARA, sworn:

*By the Chairman:*

Q. What is your position?—A. Deputy Minister of Trade and Commerce and Deputy Commissioner of Patents.

Q. How long have you been occupying those positions?—A. I have been Deputy Minister of Trade and Commerce since 1908 and Deputy Commissioner of Patents since June, 1918, when the Patent and Copyright were transferred to Trade and Commerce from the Department of Agriculture.

Q. The chief function of the committee is to make an inquiry as to how the staff in the Inside Civil Service may be reduced and rearranged with a view to securing the greatest efficiency with the least number of employees. Can you give us any general statement in regard to that, without going into details at the present time—any general statement which would assist us in securing that information?—A. I may say that when I went into the department in 1896 it was a very small department, so that I have practically grown up here, and I know pretty well every branch of it pretty thoroughly, with the exception of the branches which were transferred from the Inland Revenue to Trade and Commerce last year, and I have a fair knowledge now of those branches.

Q. What branches were those?—A. Those are the Weights and Measures, Gas and Electricity, Patent Medicines, Food and Drug Act, Fertilizers Act Administration—those are the principal ones, and from my general knowledge of the Department—

Q. You had some other branches transferred?—A. Yes, the administration of the Patent Act, the Copyright Act, and the Timber Marking Act. From my general knowledge of the department proper prior to these branches coming over, I may say that, with very few exceptions, I do not know that our department could be reduced one single man. I do not want to praise the department unduly, but I have made it a special study for a considerable time, and, with the exception of a few men who are considerably advanced in years, who could very well be dispensed with—but it is chucking them out on the street, to get rid of them.

[Mr. F. C. T. O'Hara.]



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Q. How many such men have you?—A. I should say there were not more than four or five at most, possibly five.

Q. Who are incapacitated on account of age?—A. Who are able to do a fair amount of work only.

Q. Due to what?—A. Age principally.

Q. Any younger employees who, due to illness, are unable to give a reasonable amount of work?—A. No, with the exception of possibly two or three. There was a question raised this morning, for example, with regard to some young men in the Patent Office. I had an application for continued leave of absence and I called for a statement, and I found that this young lady had been continuously absent for some time, always provided with a medical certificate. Then, in this later instance the medical certificate had not been forthcoming, and I merely asked the Solicitor of Patents and Copyrights to furnish me with a statement showing the cause why the employment of this young lady should be continued, as it appeared from her absences that her services should be dispensed with in the interests of the public service.

Q. We will come to those cases a little later in detail. You said you made a close study of the organization of your Department. Will you tell the Committee just what you have done and how you supervise the work of your Department?—A. From time to time making suggestions as to how the work should be done efficiently without an enormous amount of undue labour trying to organize the branches and the chiefs of the respective branches. I may give one instance—when the patents and copyrights were transferred to my department and under the Act I was immediately made Deputy Commissioner of Patents I found that I was required to sign, I cannot remember exactly how many patents and transfers, assignments of patents, documents and papers of various kinds, to my recollection in the vicinity of 50,000 and 60,000 a year. I said to Mr. O'Halloran: "Have you been signing all those documents," and he said "Yes" and I said: "What for?" His reply was "Because we have always been signing them." I said that it would take a team of oxen to get me to sign all these documents, I have something else to do, and he said there are four copies of each patent to be signed. Upon that I raised three different questions which I submitted to the Justice Department to ascertain whether I was legally compelled to sign all these documents. And the Justice Department in all these cases answered No, so that I was relieved from signing them in that way. Now the various heads of departments are able to carry on the work and a new arrangement has been put into effect, full provisions having been made so that efficiency is secured and the records are properly guarded with regard to accuracy, etc.

*By the Chairman:*

Q. Do you meet with the heads of the different branches in your department periodically and go over with them the work?—A. No, I do not. I have for years taken any odd moment I may have to visit personally the different offices.

Q. Do you not think it would be a good idea to bring the heads of the various branches together occasionally in order that they may have an opportunity of discussing the business of their branches and making suggestions and so forth?—A. Yes, I think that it would, but unfortunately the variety of the work in our department is so very great, that there is frequently very little in common between the different branches, there is nothing in common between the patents and the patent medicines or drugs for instance.

Q. But would not the methods of handling these employees be similar in all your branches, although the line of work in each would be different?—A. Certainly, in the matter of revenue, I gave the accountant instructions to get the heads of the different revenue branches together and advise as to a proper system for recording the revenue and also for overseeing expenditure. When these branches from the Inland Revenue and Agricultural Departments were transferred to the department we found that they usually did their business on a different system.

[Mr. F. C. T. O'Hara.]

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Q. But that relates especially to the system, what about the effort made to secure the largest amount of work out of the different employees? Have you adopted any definite system to see that there is no idling among your employees?—A. I cannot say very much about that system except that the quantity of work that is carried on in each office has apparently been sufficient to keep them from idling. I very, very seldom now in my itinerary about the department find any idling and certainly when I have found it, as I did on one or two occasions in the Census' office, I called the attention of the head of the branch to it. For instance, on one or two occasions when I went down there I would find five, six or seven of the girls in the corridors talking and I have spoken to Mr. Coates about it and he took steps immediately to put a stop to it. But three, four or five of them would meet together at the water bottle or something of that kind and would have to stop and have a chat. But at any time when additional assistance is required in any one of the branches the head of that branch is required to show cause and it is of course difficult for me to say just what steps have been taken to see that they do a good day's work because I know in any department proper they do a good day's work. But the difficulty is that the work cannot be governed with an equal inflow and outflow.

Q. I understand it is somewhat irregular?—A. Certainly, for example we will get an Australian or New Zealand and Oriental mail on a certain day which imposes a lot of work upon the department; on another day we get the British and European mail which all causes a lot of work and the next day there may not be so much work. And some days my staff are kept busy until six o'clock and on other days the members of it may not be doing anything but twirling their fingers, however, that cannot be avoided.

Q. You think that cannot be avoided?—A. That cannot be avoided in the Civil Service. Our department cannot be judged in the same way as an outside commercial house where it is possible for the general manager of that concern to very largely distribute that work regularly, but we never know when we are to be called upon to furnish some extra returns for the House of Commons.

Q. That would apply only to a few months in a year?—A. Quite true, but sometimes returns are asked for that, with all due respect to the House, involve an enormous amount of work and take up a very long time to prepare.

Q. But the House only sits during four or five months of the year?—A. But we have had an order of the House of Commons asking for a return which in one case we found by actual calculation would take six girls three years working six hours a day to prepare.

Q. And some returns are compiled between sessions for presentation at the next session?—A. Yes.

*By Mr. Mowat:*

Q. I think that the members of the House do not know sometimes that returns would take so long to prepare or involve so much work in the preparation. It would be a good thing I think for the Deputy Minister, when a case like that comes to his notice, to draw the attention of the Speaker to it?—A. We usually do that and as a result frequently have had the volume of the return very largely reduced.

Q. I think any member would in such case amend his motion and limit the volume of the return.

*By Mr. Redman:*

Q. I think I have seen some returns asked for this year which answer that description, and I think that the attention of the House should be called to it.

*By Mr. Long:*

Q. What did you say was the amount of time it would require to prepare one of the returns that was asked for?—A. I made a statement that by actual calculation it would take six girls three years working eight hours a day to compile the return that was asked for.

[Mr. F. C. T. O'Hara.]

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*By the Chairman:*

Q. Your general impression is that the staff of your department could not be reduced much except in so far as these few old employees are concerned?—A. Yes, and I might add to that that in connection with one of the branches of the department, I am not so sure that it applies to the Inside Service as to the Outside, in the Weights and Measures Department which for a number of years has been more or less of a dumping ground for appointments that could not be tolerated or permitted in any other branch of the service.

Q. In the Civil Service there are departments whose function may be described in that way?—A. Yes, and at the same time that is now being rectified, and we are doing all we can to transfer officers from one branch to the other to fill vacancies rather than make new appointments in that branch until we get the service on the proper basis.

*By Mr. Charters:*

Q. What have you to say in regard to the appointment of a relieving staff to which you could apply in case of rush of work?—A. I do not think a relieving staff would be of much assistance to us because they do not know anything about the work, other than that of the ordinary stenographer and things of that kind, but they could not deal for example with such things as licenses for patent medicines or they could not partake in the work of the analysing branch in connection with food and drugs.

*By the Chairman:*

Q. Their services would only be available in connection with clerical work?—A. Only in connection with clerical work, but that might be of some assistance, especially in times of rush during the holiday season, or in times of epidemic of sickness, and sometimes there is special work such as copying which has to be done.

Q. You might state again, to the committee, some members have come in since you spoke on that subject before, as to the number of Civil Servants in your department that you think are of little value to the department on account of age?—A. In the Inside Service there are not more than five at the most who, on account of age, might be retired, but there may not be five.

*By Mr. Mowat:*

Q. If these five are persons who are absolutely dependent upon their salary for their living it would be a hardship to dismiss them?—A. That is the only reason why I have not taken action.

*By the Chairman:*

Q. I would like to get your opinion as to whether the civil servants in your department would, without any increase in salary, be willing to contribute from 5 to 7½ per cent of their annual salary for superannuation?—A. I do not quite understand your question.

Q. My question is, if the staff in your department would be willing to contribute from 5 to 7½ per cent of their salaries towards a superannuation fund; for instance, if a man in receipt of \$2,000 salary would pay \$150 a year towards superannuation?—A. Towards his own superannuation?

Q. Yes?—A. Of course a number of us do make payment towards the superannuation now under the old Act.

Q. But I meant to start in on a new Act?—A. I cannot express an opinion on that, but I think they would.

Q. Do you think that would be very hard for some of them to do, to make such a large contribution as that?—A. Would it not be possible to make that privilege optional?

[Mr. F. C. T. O'Hara.]

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Q. If you made it optional then you would have the same condition as we have here at the present time with regard to those five persons in your department; what is your opinion?—A. A person coming into the Inside Service then would know that he would be compelled to retire no matter what the result might be when he was 65 years of age.

*By Mr. Redman:*

Q. There are a lot of good men at 65 years of age?—A. That might be, but a man coming into the service would then come in under that condition. A man heretofore came into the service with the knowledge or expectation that he stayed in it forever. But even 20 years ago they were talking about compulsory superannuation. We did not put it into effect. Under those conditions every one who came into the service would know that they would have to get out when they attained the age of 65 years.

*By Mr. Mowat:*

Q. We must take a definite stand at some time it might be in a general way that the service would be improved. I would say that at 60 years of age a man would have the option of retiring if he so desired and he would have the right of superannuation.

*By Mr. Redman:*

Q. And at 65 he would go out anyway?—A. At 65 he goes out anyway.

*By the Chairman:*

Q. You think that by the removal of these five employees in your department you would add to the efficiency of the department?—A. I would say so, at least in the case of three and possibly of the five.

Q. Some of them possibly are in the way of younger men being promoted?—A. Yes.

*By Mr. Redman:*

Q. Are any of them under superannuation?—A. I cannot say at the moment, they are old public servants.

Q. But even if they are under superannuation, you have no power to remove them?—A. Of course I have the power, and I could, but I know if they are superannuated they would get a very small superannuation, and I further know that in one case at least the man has a very large family and if he were superannuated he would be in a very bad way.

*By the Chairman:*

Q. Why do you not recommend that they be superannuated?—A. Because I do not like to see these men thrown on the street.

Q. If superannuation were optional there would be the same difficulty?—A. Yes, but the man would come into the service knowing that he would, when he reached that age, have to go out.

*By Mr. Redman:*

Q. And if you made it optional many of them would not keep their payments up?—A. Why I suggest that it should be optional is, that take the case of some branches of the Trade and Commerce Department it was made optional whether they contributed to the retirement fund or not and some of them said "Yes, we will contribute," and others said "No, we do not want the retirement fund."

*By Mr. Mowat:*

Q. I would like to know, Mr. O'Hara, whether you think you would get greater efficiency in your department if you had the right, and if every other Deputy Minister had the right, to dismiss an official for laxity or want of industry or inattention to his duties?—A. Emphatically so.

[Mr. F. C. T. O'Hara.]

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Q. Are you considering, when you are making your answer to that question, the responsibility and the danger of unpopularity which by reason of that dismissal would be thrown upon you?—A. I would be simply carrying out the law.

Q. You would be willing to assume that responsibility?—A. I would because it is simply carrying out the business of the Civil Service. It is not now as it is in the case of some general manager of a business concern, somebody is called to his desk and told that on Saturday next his services will no longer be required and that employee leaves. But it is altogether different with the Deputy Minister, he cannot do that because he has, so to speak, to justify that dismissal or somebody goes to the council or to the Civil Service Commission, or to the Minister, or somebody else, and sometimes the Deputy Minister may not be able to put in writing or to explain properly why he is taking the action that he has.

Q. I suppose if the Civil Service Act is amended it should be provided that there should be an appeal from the deputy head to the Civil Service Commission, you approve of that suggestion do you?—A. That is quite right.

Q. Now with regard to the suspension, the deputy has the power of suspension?—A. Yes, at the same time, we have always that authority, but if after we suspended a man there is the right of appeal to the Council or the Civil Service Commission, I shall be very glad.

Q. But it may all come back on you?—A. Yes.

*By Mr. Mowat:*

Q. Probably if you dismiss a civil servant, no matter how good your reasons are, his uncle and his cousins would write down from the constituency from which he comes either to the minister or to the member representing the constituency with promise to make it hot for the member or for the minister, have you thought about that?—A. As far as I am concerned, I would not care.

Q. But the minister might care?—A. If I were protected by law, if I had the right, I would certainly exercise that right.

Q. What do you mean when you say, if the law gave you power?—A. I mean that if the law gives me the power to dismiss a civil servant for cause I would not make the dismissal unless I knew I could justify it.

Q. Yes, but suppose you came up against an angry minister for doing it?—A. I do not quite see that it would make any difference if the minister is angry, because if I were legally permitted to dismiss somebody and I did dismiss somebody I suppose the minister could still dismiss me if I had made an improper dismissal.

Q. And under those circumstances you would still be ready to accept that responsibility?—A. Yes.

Q. There would still be that danger?—A. I quite admit that and I would know that there was a danger ahead but it would only be in an extreme case that I would dismiss any one.

*By Mr. Charters:*

Q. And with that power you would probably secure a higher degree of efficiency in all departments?—A. I think so, because the service has grown up in the years gone past with the feeling that if they were suspended or dismissed they could go to their member and they could have that action by the deputy minister overridden by some one in authority.

*By Mr. Mowat:*

Q. Do you think that the ministers as a whole would be pleased to have their staff made up for them without regard to their personal interests or do they like to interfere with their staff?—A. Some of them do, and some do not.

Q. It is a matter of personality?—A. Yes, absolutely so.

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Q. But now they have their office staff appointed for them, without having anything to say about it at all, at least that is the theory?—A. Yes, I discussed the matter with Sir George Foster some time ago when he was going away. There was a question regarding the appointment of a trade commissioner and he said you will prepare a recommendation and I will sign it. I said "What recommendation?" and he said "To appoint this man." I replied "You have nothing to do with it, you are eliminated." He said "What do you mean?" And I informed him that I would have to make application to the Civil Service Commission, that with regard to appointments the ministers had been eliminated. Sir George said "That is extraordinary." He added "I do not think there are ten members of the House of Commons know it." I replied "But you have to justify the expenditure in the House of Commons so I am coming to you before I make application to the Civil Service Commission in order that you may make the necessary financial provisions."

*By Mr. Redman:*

Q. That is in accordance with the principle of responsible government?—A. Yes, he is responsible for the expenditure and he must approve of that expenditure before I can apply for the official to be appointed. If it is a case of filling a vacancy and the money for the payment for that official has already been voted I could go straight to the Civil Service Commission.

Q. But in the case of a new official the minister must provide the money?—A. Yes, it is a check upon the expenditure.

*By the Chairman:*

Q. Any suggestions to make to the Committee, which suggestions if put into force, would improve the working conditions in the Department in the methods?—A. I am afraid I cannot. I know a number of defects which exist in the Civil Service for which I cannot suggest a remedy, as, for example, the matter of signing the attendance book, or punching the clock in the morning. One department does it in one way and another department does it in another way. Some departments require the book to be signed or the clock to be punched in the morning, and twice at noon and again in the evening; other departments require it only in the morning and again in the evening, but that accomplishes nothing. A civil servant can come in the front door and out the back door. As a rule there are only two people in the one room and one is not going to tell on the other. One person might sign the book and be away for an hour, and there is no way of finding that out, but in course of time those in authority can very easily earmark the slackers and bring them to book.

Q. The regulations require certain action on the part of the head of the branch on that case?—A. Yes.

Q. What is that action?—A. I cannot suggest any remedy, except the fact that in course of time—

Q. I mean the Civil Service Regulations?—A. They require certain reports, but what I say is this: that that book might be signed at nine in the morning, and the official might go out the other door of the building, and every building has four or five doors, and he is away for an hour and nobody knows anything about it.

Q. Suppose the head of a branch learns, apart altogether from punching the clock, that an employee is careless and is resorting to that sort of thing, absenting himself from the office frequently, the head of that branch is supposed to report to the Civil Service Commission?—A. Yes. We have these reports regularly, but the clerk who is found slacking does not slack again if he is sharply reprimanded for it. I do not say that this is a common practice by any means. I say it is only possible. I have not found a single case in our department, though I now suspect one, but I will take steps to see whether that is a common practice or not. If it is this lady in question will be reprimanded.

[Mr. F. C. T. O'Hara.]

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*By Mr. Mowat:*

Q. On the question of the increased employment of women in the service, is that having the effect of making it less popular with men?—A. I do not think so, sir.

Q. It is not degrading to the service?—A. No, I do not think so. I have not heard any one express an opinion pro or con.

Q. A man does not want to take a woman's job as a rule?—A. No.

Q. Are we losing in the civil service that masculinity which is necessary?—A. I think there will always be masculinity to take the top posts.

*By Mr. Charters:*

Q. Are not women as capable as men in the discharge of ordinary office work?—A. Yes, they are, but when it comes to executive positions, a lady could not very well occupy such posts in some of the departments.

*By Mr. Mowat:*

Q. In dealing with the public?—A. Yes; that is a matter of opinion very largely.

*By the Chairman:*

Q. That is speaking generally; there may be exceptions?—A. Yes, for example, we have had to have considerable correspondence lately upon the subject of salversan for the cure of syphilis. I do not know that a lady would care to talk about that to men, and a woman in an executive position ordering men about—it is hardly possible to expect that.

*By Mr. Mowat:*

Q. It is said the almost exclusive employment of women in schools is hurting to some extent the rising generation, that the big boys should not be under a woman but under a man, and that they should pay higher salaries to attract men to come and remain schoolmasters, and make that their career in life?—A. I can quite see that as far as schools are concerned.

Q. Would not that apply to the Civil Service?—A. I cannot see that. I do not think a woman would be able to occupy the position of Chief Dominion Analyst and look after three different laboratories in the country and a staff of inspectors, sending them instructions.

*By the Chairman:*

Q. But as a rule you think you get as good service from the female employees?—A. From the juniors, yes, and better.

*By Mr. Charters:*

Q. Is the same rate of salary paid to men and women where they are doing the same work?—A. Yes, the work ought to command the salary, no matter what it may be.

*By Mr. McCrea:*

Q. Have you not found women more faithful and more promptly on time in certain work?—A. Yes, you cannot get a man stenographer, except under great difficulty, stenographer and typewriter. Women make very much better typewriters and stenographers, and do better in general office work.

Q. In regard to the handling of the employees, don't you think it would be in the interest of the service if the deputy had power to discharge and deal with the help himself and subject to no other authority than the Commission?—A. I would not like to undertake it. We have now in our department about 1,200 people and as a rule large commercial houses have somebody to do that work for them, to hire and fire employees. I would not like to undertake it, and I am delighted to think that we have a Civil Service Commission to do that work.

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Q. Subject to the Civil Service Commission?—A. I see.

Q. For instance if you have an employee in your department who is not giving satisfaction from various causes, how would you get rid of him?—A. So far as getting rid of him, I have expressed the opinion that I think the deputy minister ought to have the power to dismiss the official, but I would prefer to go to the Civil Service Commission to get some one to fill that job and relieve me entirely of the responsibility of putting some one into that job. I am quite aware of the fact that there are occasions where that necessitates delay to the department, wanting an employee, but on the other hand the great bulk of the service is improved by reason of the educational requirements required and the raising of the standard of education in the service.

Q. Should not the Civil Service be handled very much as the employees of any corporation. For instance, in a corporation large or small the employee is under the general manager of that department. Now, if a general manager has a man in his employ who is not giving satisfaction, and he cannot get the required service out of him, he does not apply to the board of directors; he discharges this man himself, and if this man is not satisfied with that discharge he can apply to the president or the board of directors. Don't you think the Civil Servant should be dealt with much in the same way? Don't you think a man actually in charge of a staff of fifty or sixty or a hundred men, if he has a man in his employ who is not giving satisfaction, and after he has called him several times about, if he has made up his mind that the only way out of it is to discharge him, don't you think you should have that power?

Q. Do you not think you should do it?—A. Yes.

Q. Do you not think you should do it without appealing to the minister or to anybody else?—A. Yes.

Q. And that party who was so discharged if he were not satisfied he could then appeal to the commission?—A. To the commission, yes.

Q. I think it would be a relief to the minister himself if he could say to the man who goes to him "I have nothing to do with it?"—A. Yes.

Q. The Deputy Minister is the permanent official in charge of this work, he was here before the minister came in, and in all probability he will be here after the minister goes out and the minister could say to the official who came to him that he would have to appeal to the Civil Service Commission?—A. Yes.

Q. The minister could say I have nothing whatever to do with it?—A. Yes.

Q. I think it would relieve the minister from a great deal of explanation and trouble with his electors and with every body else and that it would be very much in the interests of the service if such provision were made?—A. I quite agree with you. I would like to add that from my experience of twenty-three years in the Department of Trade and Commerce I have found that certain ministers, some of them, always have an idea of politics. They always ask the question, "Who appointed this man." Now that has grown considerably less in the last six or eight years. I think that the Deputy Ministers have the confidence of their ministers much more largely than they had years ago. The Deputy Minister, as a matter of fact, if he is fulfilling the duties as I conceive them, knows no politics at all, he is in the service of the Government and is trying to discharge the duties of that office. If he is not making a success of it he ought to be fired the same as anybody else.

*By the Chairman:*

Q. Now in the matter of absences if you will look up your record there with regard to the stenographers to the Deputy Minister there are four on that staff with a total absence during the last year of 235 days for the four?—A. I can explain that in this way; one lady is absent 123 days, she was in ill health, her absence was covered by a medical certificate. She underwent a serious operation.

Q. That is sufficient in regard to that lady without going any further?—A. And she is one of the best stenographers in the public service. The second young lady was

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away for 18 days, for 15 days she was under special permission attending to certain duties in the city hall during the flu epidemic because she was an expert in card indexing and she was working there about 20 hours a day. Another one had 72 days and a half absence which is covered by medical certificate.

Q. What have you to say about the medical certificates, are you satisfied with them?—A. We have to accept these certificates; as a matter of fact these four you speak of are in my own office so I know the conditions existing, the other young lady is not strong, but she is a very efficient French and English stenographer and typewriter, although she should never have been in the service because of her physical condition.

Q. Number four was absent 22½ days?—A. She was also ill, her absence was covered by a medical certificate.

Q. You are not working your staff too hard, are you?—A. I do not think so, because my immediate staff while they stay until the work is finished each day, that is the rule, even my own desk is cleaned every day before I leave it, although if they are finished with their work the next day at four o'clock I let three of them go, the Civil Service regulations to the contrary, notwithstanding.

Q. In the Translating Branch, without taking up the different details, there are two, male and female, absent 14 and 31 days respectively?—A. Both covered by a medical certificate. I have had a statement prepared showing the reasons for these absences which were not asked for by your committee and that statement has been gone over very carefully to see that these absences are covered, if covered, by a medical certificate.

Q. There is one subject here Agriculture, what does that mean?—A. That is the Bureau of Statistics.

Q. It is just headed here "Agriculture"?—A. That is a branch of the Dominion Bureau of Statistics, Agricultural Statistics, 77½ days.

Q. There are 8 employees absent 265 days?—A. 1,477½ days and out of that 73 days caused by illness, and 10½ days and 7 days death in families. There is another one with 74½ days, as a matter of fact he is 73½ days only, one day he was absent moving.

Q. And number three?—A. 42 days only, 3 days by reason of death in the family and 4 days special leave nursing during epidemic. Another is 38 days, there is 31½ days absence during the flue epidemic.

Q. It strikes the committee as peculiar that in that department where there are 8 employees, 4 of them, 50 per cent of these people should be absent for long terms during the year, on account of illness, which is a very large percentage?—A. It is, of course, but this includes the period of the "flu" epidemic and a considerable number of our staff at that time went nursing or were ill, and I am surprised that the number of absentees by reason of death in the family. . . .

*By Mr. McCrea:*

Q. It would appear that if the work of that department is carried on satisfactorily under those circumstances that it is overmanned and that the work could be done with a smaller staff composed of healthy people?—A. That seems to be a logical argument, but that is an extreme period that is under consideration now.

*By the Chairman:*

But the limited investigation we have had shows that the absences last year were considerably larger than during the previous year but still they were very large even in 1917 when there was no epidemic. Then take another new branch of your department, the Dominion Bureau of Statistics, the employees in which branch were 132½ days absent, every employee except the chief was absent more or less?—A. Practically the whole amount of absences has been covered by illness or death in the family; all the time is accounted for. Occasionally I may say here and there there is a day or a day and a half off for a special reason. We cannot question the medical certificates, although sometimes I feel inclined to do so, but it is difficult.

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*By Mr. McCrea:*

Q. Have the departments ever made any effort to find out whether these certificates were justifiable? For instance, an employee makes application for a vacation or for a week's absence and brings in a doctor's certificate saying that he or she is sick and you should have a week or a month off, is there any investigation made to find out whether that employee spends that week or that vacation whatever it may be, attending picnics?—A. Yes, we have, but not a regular thing. I investigated only yesterday the absence of one of the messengers; I asked the accountant if he had received his salary and the accountant said that he had not because there was no medical certificate. I replied that I had been informed that this young man had been seen on the street and appeared to be all right and that young man turned up for work this morning. It seemed, although I did not know it at the time, that the medical man who has been attending him lives next door to me and he broached the matter to me that the young man had been sick and that he had been so ill that if he went back to work now the medical man said he would not be responsible for the result, because the young man was not able to do messenger work, both knees being very much swollen. The doctor stated that the young man had been suffering from inflammatory rheumatism.

Q. It is very easy to get a doctor's certificate?—A. I know this medical man very well and he says that this messenger has been very ill for the last few months and although the man came back to work this morning his doctor said he should not have resumed work yet.

Q. Turn to the Patent Medicine Branch, that is one of your new branches?—A. That is new, yes.

Q. There are five employees in that branch who were absent 163½ days; one was absent 121 days.—A. I may say with reference to the lady who was absent 121 days that she is 60 years of age and she has been continually ill, but her absences have been continually covered by a certificate, but she is about to retire from the service, she will accept superannuation. That will be one of those cases I have referred to.

Q. Now, in the Patents Office, that is one of your new branches also, that is a large branch with 61 employees and a total absence of 1,279 days, an average of 20 days in the year?—A. Well, of course I cannot speak of personal knowledge with reference to this staff, I have the details here before me, the explanation is that the greater portion of these absences were on account of illness, nursing and deaths in families.

Q. Without going into details you will notice, take this page (indicating page), and on one page there are 33 employees and in that number there were only 3 who were not absent more or less during the year. Now, on the surface, it is difficult, I think, for the committee to believe that all that absence was justified, whether medical certificates were granted or not. I know something about how medical certificates are given?—A. I cannot speak definitely about that service, that service is still under Mr. O'Halloran who has still the rank of deputy minister, a rank which was given him by Order in Council, but I find the reason stated in every case, in the statement which has been furnished me regarding them. A statement is given of the health of each individual.

Q. Then take the Copyright Branch, that will be another new branch in your department. There are 6 employees with absences of 165½ days, one employee being absent 111 days of that total, a female whose husband is not employed in the Civil Service.—A. There are 111 days here, and I have marked against it that it is a case of "flu," and against the next one 27½ days, a broken wrist.

Q. That one is very reasonable, but 111 days is a long time to be absent from the "flu"?—A. I will be glad, if it is of interest to the committee, to furnish details with reference to that case.

Q. Yes, we will be very glad to receive it, I think the committee ought to have this information because this is evidently some woman whose husband evidently is living.—A. She does not live with her husband.

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Q. It is a question whether the country should be burdened with the charge of supporting her if her husband is living. Is he supporting her at all?—A. No, he is not. This is an embarrassing case. If the committee wish, I can let them have in confidence a statement of this case.

Q. I wish you would let us have full information in regard to it.

*By the Chairman:*

Q. Pursuing that general question of sick leave we want to ask your opinion: the opinion of the committee, I think, is that altogether too much leave of absence is shown not only in your department but in other departments. Have you any suggestions to make by which that could be remedied? Of course the statement you have shows that medical certificates have been given, we do not dispute that statement at all, but I, as one of the committee, would not be inclined at all, to accept the general statement that medical certificates are being granted only when they are justifiable to the extent that the medical certificates are being granted.—A. I quite agree with you.

Q. There cannot possibly be that amount of absence which is due to legitimate causes?—A. No.

Q. Have you any suggestions to make in reference to that matter?—A. I am afraid I have not, the law permits absences when medical certificates are furnished, and the civil servant knows that it is a right he has, provided he furnishes a medical certificate, to get these absences. Under those circumstances the Deputy cannot but grant that leave of absence unless he has reason to believe the accuracy of the statement in that certificate and then he can make an investigation.

Q. Of course you always have the medical certificates?—A. Always, and we cannot very well question the veracity of a well-known physician.

*By Mr. Charters:*

Q. Would not the appointment of a medical board as part of the service in all probability remedy that difficulty?—A. I have sometimes thought that possibly it would, if an independent physician were appointed with power to visit those who are absent on medical certificate and to make an independent inquiry into every certificate that is granted, that is round about Ottawa, his time would be very fully occupied.

Q. But that is a very difficult thing to do?—A. Of course, he would have to go and question the certificate of a brother physician.

Q. There are serious difficulties to be encountered in that way?—A. But at the same time why should he not do so, why should he not be an inspecting physician.

*By the Chairman:*

Q. Under the regulations an employee is allowed to be absent for so many days without presenting a medical certificate.—A. For six days.

Q. Six days, without a certificate or is it three?

Mr. Mowat: Section 41 provides that leave not exceeding six consecutive days or 15 working days in the year be granted.—A. Yes, 6 days.

*By the Chairman:*

Q. I think it is section 38 provides that whenever the absence exceeds six days a medical certificate shall be obtained?—A. He is absent six days, and then he produces a certificate.

*By Mr. Mowat:*

Q. They do designate medical practitioners?—A. They have withdrawn that.

Q. On account of objections from the Medical Council?—A. I think so. They had six physicians named and there were complaints, and now any physician in Ottawa can grant a certificate.

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*By Mr. McCrea:*

Q. Would it not be an improvement if the Government should appoint one or two physicians of their own, from whom the parties desiring leave would have to obtain a certificate?—A. I really cannot say about that. In some cases the attending physician would telephone to the inspecting physician and say, "Yes, this is all right," and the inspecting physician would pass the case, but there may be certain illnesses which the attending physician will know all about for years, and if the patient is required to go to some stranger who knows nothing about it, they might have to undergo an examination which the women would not like.

*By the Chairman:*

Q. As to that regulation which permits them to be absent for a few days without a medical certificate, it seems to me that, knowing human nature, as I think I do, it would be very likely to be abused, unless some stern measures were taken to prevent it?—A. It is recorded, of course. All absences under the six days are recorded.

Q. How much of these absences is accounted for by these short periods?—A. I could have that information prepared.

Q. Would that be available?—A. It would take some little time. Each case would have to be gone into. I think it can be prepared without much trouble. I will endeavour to furnish you with that statement.

Q. We might take the Patents Branch?—A. Yes, indicating the total absence, the absence covered by medical certificate, and all other absences, or I can give a statement showing the reasons for each day, whether "flu," nursing, death in the family, or whatever it is. I do not think there could possibly be any objection to any inspecting physician. A physician who gives an honest certificate has nothing to fear.

Q. You have mentioned one case in the Patents Office that might be inquired into. Are there any others?—A. No, there are no comments I can make with the exception of that one in the Patents Office. I know that the first lady mentioned is married and is deaf.

Q. Was she giving satisfactory service?—A. Giving only fairly satisfactory service. She is one of those I had reference to as to possible retirement.

Witness discharged.

The committee adjourned.

TUESDAY, June 10, 1919.

The committee met at 4.30 o'clock, p.m., Mr. Steele, in the chair.

Mr. Robert Millar Coulter, C.M.G., M.D., Deputy Postmaster General, sworn.

*By the Chairman:*

Q. The committee, while I will not say that we believe that certain conditions exist in the Civil Service which have been represented, yet it is believed by a considerable portion of the community, that certain conditions do exist which should be corrected, and the committee was appointed largely for the purpose of ascertaining what conditions do exist in the Civil Service that should not exist, and, if any untoward conditions are found to exist, what the remedy is. We are not a committee to act as an inquisition into the Civil Service, but rather to ascertain what conditions exist that should not exist and to find a remedy for them and for that reason we desire witnesses to feel perfectly free to say anything they choose.

Q. You are the Deputy Postmaster General?—A. Yes.

[Mr. R. M. Coulter.]

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Q. How long have you had that position?—A. About 22 years.

Q. I would suggest that you state to the committee what you, as Deputy Postmaster General, do to secure the most efficient work out of the staff?—A. Of course the routine work must be attended to, but the department was not organized by me and the work so laid down from day to day has to be discharged. The organization and the work is largely carried on through the appointment of chief clerks and in some cases assistants to the chief clerks, to look after a certain number of the staff, and the duties are divided among the different branches of the department. Mine is largely that of a referee and—shoving the work along wherever there is any necessity for doing so.

Q. That has reference particularly to the work?—A. Yes.

Q. What about the employees?—A. The employees are always appointed by the Civil Service Commission.

Q. What is done to see that each employee is doing his or her share of the work each day?—A. Each clerk of the division is held responsible for that; he should see that there is no loafing in the corridors, and that there is no going out on the street at irregular hours, that when the employees come on duty they remain there until the hour for leaving. We have to depend upon the chief clerks to a large extent.

Q. Do the chief clerks make any reports to you?—A. Certainly, they report every week, if any employee is not doing proper work, or absents himself without cause, or is late, or does not work with the energy he thinks he should, it is the duty of the chief clerk to report it at once.

Q. But you leave it with the chief clerks to supervise the work of the staff?—A. In the routine work, yes. I do not see how any deputy minister can be constantly going into the room; in my opinion it would do harm rather than good.

Q. In your department you would not have it?—A. No, in my department I would not. I do not think it is wise for the deputy to go into the room constantly, if he has chief clerks whom he can trust; I think the chief clerks do their duty pretty well, and they of course report everything that occurs that needs reporting to the Deputy Minister.

*By Mr. Charters:*

Q. Do you ever have conferences with the heads of the departments?—A. I do not think there is a day goes by that I do not have conferences.

Q. I mean conferences at which they will be present?—A. Occasionally, when it is necessary. Ordinarily the work of the branch does not need any conference because the man at the head is responsible for it. There may be a general discussion, if any such is needed, we have it frequently in my room.

Q. How long since you had one?—A. Well, I do not remember; we had a strike lately, and were not without conferences, but within a week or two.

*By the Chairman:*

Q. Are you satisfied that you are getting the best efficiency from the staff as a whole?—A. No, I do not think I am. I do not think the system under which the people have been appointed is calculated to produce efficiency.

*By Mr. Mowat:*

Q. You, not having appointed them yourself, occasionally get a staff of misfits?—A. Exactly.

Q. And you have no power to dismiss them; has it occurred to you at times that you would like to have that power, in order to get more efficiency?—A. I think you could get efficiency without dismissal if you get the proper people.

*By the Chairman:*

Q. To start at the beginning, you might intimate to the committee the cause for inefficiency?—A. A great many people have been appointed because it was necessary for them to have a position in order to make a living, they could not make it elsewhere, and they think that the Civil Service is the proper place for them.

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*By Mr. Charters:*

Q. You mean they were unable to earn a living at the time of their appointment?

—A. I would judge so, by the way they have made it after they came in.

*By Mr. Mowat:*

Q. You refer to appointments of more than ten years ago?—A. I would not like to individualize.

Q. But the Civil Service Commissioners have been in office for over eleven years.

—A. The Civil Service examination has done a great deal to improve things, there is no doubt about that, but it does not absolutely guarantee efficiency; some men may pass the examination and not be very efficient in the Civil Service after all.

Q. I gather that there has been influence used to get them into the service?—A. Patronage has been the bugbear of the Civil Service.

Q. But there has been no patronage since 1908?—A. Well, there were appointments due to patronage.

Q. But since 1908 there have not, appointments have been made by the Civil Service Commission?—A. I think as a rule the Civil Service Commission gives good servants to every department, but I may say that there are people appointed that are not efficient.

Q. What kind of people do your remarks refer to?—A. To the inefficient.

Q. Sent to you by the Commission?—A. I think perhaps some of them are.

Q. But generally they have been appointed by political patronage?—A. Yes, and friendship; it was not always politics.

*By the Chairman:*

Q. What other conditions do you think would be responsible for the appointment of people who are not giving the greatest efficiency possible?—A. I think the conditions are on the right track now. I think under the Civil Service Commission there has been a considerable improvement, which has been evidenced in an increasing ratio and the improvement has been pretty steady.

Q. Would you suggest that there was any other class of employees except those that were appointed under patronage or for political purposes, that are not giving good service?—A. No, I have no complaint to make of my department at all, they are hard-working, diligent, fellows and have given splendid satisfaction, and it is only occasionally that a man falls down and that you will find everywhere. Taking the service of men as it goes, I would be quite prepared to take my department and compare it with any business concern in Canada.

*By Mr. Mowat:*

Q. You would?—A. Yes.

Q. That is quite exceptional among the deputies because they think as a rule that they are not equal to a well-organized business firm because they have not a say in the appointment or dismissal?—A. I cannot say that of my department, so far as my department is concerned, I have no faults to find with excepting that degree of inefficiency that will be found in every staff.

*By Mr. Long:*

Q. What have you to say as to overmanning?—A. At the present time we are not overmanned; I have carefully inquired in regard to that. I think before the war we were overmanned, but a number of men have gone away and a number of men who have been necessarily absorbed in the department prove that the department is not overmanned at the present time.

Q. Has there been an increase in the work?—A. There has been an increase in the work. Of course the war added a great deal to our work.

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*By Mr. Mowat:*

Q. Is your department becoming feminized?—A. It depends upon what you think as to the number of women working there?

Q. Yes?—A. I think we have a great number of them.

Q. Owing, I suppose, to the fact that you cannot get efficient men on the salaries that are paid?—A. That has been in past years to some extent true, but woman is trying to make her way in the world just the same as men and we are suffering, or fortunate, in that fact, whichever way you care to look at it.

Q. Are women as efficient as men?—A. Some women are very efficient.

Q. But take the average woman in your department, what do you say?—A. I have not anything to say against the women.

Q. But will women do as good work as the men at the same salary?—A. Yes, they do as good work as the men, but they do not stand it as well, their health is not as good, but I have some women who stand the work well.

Q. They work six and a half hours a day in the winter and five and a half hours in the summer?—A. Six and a half hours a day, that is the rule with regard to hours in the department.

*By the Chairman:*

Q. I presume, Doctor, that according to your showing, the supervision of the employees in the branch is left entirely to the chief clerk of that branch?—A. The immediate supervision is.

Q. Yes, that is what I have reference to, and consequently the efficiency of that branch will depend upon the efficiency of the head clerk?—A. You must, of course, watch that; if you find that the chief clerk is not efficient, then you must look out.

Q. It has been possible in the past to have a head clerk who was not efficient?—A. Quite so.

Q. And if he is not efficient it means that the whole branch is more or less inefficient?—A. Yes, it means that the work of that branch over which he has charge suffers.

Q. Then even the deputy could not secure the greatest efficiency for that branch?—A. Yes, of course it is very important that the man promoted to be chief clerk should be of the first calibre.

*By Mr. Mowat:*

Q. You were a medical man at one time?—A. Yes.

Q. Has it come to your notice that there are a great many applications made for sick leave that may very well not have been made?—A. There are a great many applications and, I may tell you, in our department they have complied absolutely with the law; that is they must have a medical certificate.

Q. I suppose you accept the medical certificates without question?—A. You cannot do anything else.

*By Mr. Long:*

Q. Is that the only reason you accept them without question, because you cannot do anything else?—A. That is a rather delicate question to ask.

*By the Chairman:*

Q. Can you give us any other reason for there being more or less lack of efficiency? That is any other influence which tends to decrease the efficiency of your department, for instance, if you permit me to suggest what about the old employees?—A. The old employee?

Q. Yes.—A. What do you mean by old employees?

Q. An employee who is too old to give efficient service.—A. Well, there are men who are of an age that they cannot give efficient service, yet they do the best they can

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and I consider that is one of the great evils that has come as a result of the repeal of the Superannuation Act.

Q. That these men are still in the department?—A. They should be retired.

Q. And there is no humanitarian way of getting rid of them?—A. They might be doing their best, but their best cannot equal that of men who are much younger and more efficient.

Q. Have you any men in your department that are not giving any service?—A. None that I know of.

Q. Can you give the committee any idea of how many there might be in the department?—A. At the present time there are about a thousand.

Q. But I am speaking of the old people who should be retired?—A. There are not a great many. A great many of them have retired; we are not overburdened with old men now, we have men who are 68 or 69.

Q. What about younger employees whose health is such as to prevent them from giving a reasonable service?—A. We may have some. Of course a woman after a few years gets worn down and they are not as efficient in my opinion as men, they do not stand it as well.

Q. I have reference to employees who are absent a great part of the time owing to ill health?—A. We have not many of those.

Q. We find in the report on absence Doctor, that in some branches there is a great deal of absence.

*By Mr. Mowat:*

Q. I want to know if you have had any conversation with people in the Civil Service, especially in your own branch, as to whether they would favour the Superannuation Act?—A. I think the departments are in favour of it universally.

Q. You know, Doctor, there is a great objection to paying the fees necessary, a percentage of salary towards superannuation. Do you think that a man getting \$1,400 would be willing to pay \$70 into the fund?—A. Are you referring now to the Retirement Fund or to the Superannuation?

Q. Now supposing we have a new superannuation scheme which will probably be based on payments of between 5 and 7½ per cent of the salary, which will be paid back to the Government as against the time of retirement, but it has been said that it has been considered a very great hardship to make any such provision in the Bill.—A. Not specially, but I would think 5 per cent was a very heavy percentage—an unnecessarily heavy percentage.

Q. That is the latest view of the actuaries?—A. If the Act is administered squarely and honestly, I think a lower percentage than that would be sufficient. I think the system of the banks and insurance companies prove that.

Q. The Carnegie Institution for the retirement of professors of universities figures on 5 per cent, and the Committee on Experts in the United States has come to that conclusion.—A. I would accept that, if that is the case. I think the Superannuation Act would be one of the strongest things that could be passed in favour of the service, both as regards keeping them constantly there and getting the proper class of men.

Q. If you have been 22 years there, that went out before you came in?—A. No, I came in just as it went out.

Q. You remember the reasons for it being abrogated?—A. The reasons were the general prejudice that I think existed against superannuating any man.

Q. The feeling was to bounce him?—A. Yes, but I think the Government that repealed that provision regretted doing so.

*By Mr. Charters:*

Q. It was in response to agitation?—A. There were a lot of things at the time.

[Mr. R. M. Coulter.]



## APPENDIX No. 6

*By the Chairman:*

Q. In your department it was customary for the employees to get the regular holidays, three weeks?—A. Yes.

Q. We have a statement here giving the number of days' absence for each employee over and above the regular holidays and I find in the Secretary's branch one employee absent 103½ days, another 149, another 132, another 126, and so on?—A. Will you give me the names?

Q. Will you have knowledge of these or will you be able to get the information?—A. I can get the information.

Q. We can call the head of the branch?—A. The head of the branch will know.

Q. Now, to the Committee, that degree of absence seems unjustifiable?—A. I am of the opinion that in some cases it should not have been granted, although a great many of the workers do not take the holidays, but still some of them take their holidays too. They comply with the law, and it is the most difficult thing to refuse them. They get the medical certificate, they get the sick leave, and it is a very difficult thing to refuse that leave. You may suspect a man of malingering, as I very frequently have done, and being a medical man myself, sometimes a certificate is more suggestive to me than it is to the ordinary man. If the medical man signs, and they assert their illness, and it is put up to you in regular form, it is a very difficult thing to refuse it.

Mr. MOWAT: I agree with that. I take a medical man's certificate.

*By Mr. Long:*

Q. There is no medical man who will not believe it?—A. I do not say that. There are times when you would naturally be inclined to criticise closely, but if you are up against the law being complied with, I do not see how you can refuse very well.

The CHAIRMAN: I think in the face of that it would be difficult to convince the House of Commons that all this absence was justifiable, and perhaps when we get the details of each case, we may find that it was, but the point is, how are we going to prevent it?

WITNESS: That is a very desirable thing—to prevent it.

*By the Chairman:*

Q. Especially are we confirmed in that view because we find in some branches the absence is very much less than in others?—A. Yes.

Q. I have two or three branches summarized. The Money Order Exchange Branch, where 66 employees in the permanent staff were absent on an average 35.4 days each, over and above their regular holidays?—A. Yes.

Q. We find for instance in that branch the males on the permanent staff average 18½ days absence, and the females 41 days?—A. Yes, the female employees are very much in excess of the other.

*By Mr. Long:*

Q. It seems to me the question of sickness must be considered. We might have the opinion of a medical man whether this sick leave is being taken advantage of?—A. Do you want my opinion in regard to that?

Q. Yes?—A. I have no hesitation in saying that I think it is taken advantage of in a great many cases.

*By Mr. Mackie (North Renfrew):*

Q. The medical profession is deteriorating?—A. Perhaps.

Q. You did not have the Bate prescription in those days?—A. No, but human nature has remained the same.

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*By Mr. Charters:*

Q. Would a medical board be more likely to produce better results rather than going to the family doctor?—A. The family doctor is often put in a peculiar position; there is no question about that, and it is a very difficult proposition. I am not sure, but I think in England they employ a medical man in some places for the discharge of these functions. He does not practise. He is an officer of the Government, and that system is said to have worked out fairly well. That man is a salaried official.

Q. Do you not think that the maximum allowed under the law for absence, even under medical certificates, is too large, and that they should cut that down a little?—A. I do not think you could cut that down. It is the necessary leave that is given when people want it.

*By Mr. Mowat:*

Q. For funerals?—A. Yes, and if the Deputy Minister and others exercise their prerogative, I think it will work out well. If a man is given a year's leave, surely that means that one year is all he is given. If he is not well then, that is all he is given. That might be safeguarded by something to make it more definite.

*By the Chairman:*

Q. Would withdrawal of pay assist?—A. The law is that no man can be paid now for more than a year.

Q. These shorter leaves, 6 days without a certificate?—A. I understand the commission is going over this. There was a commission in which they were trying to ascertain the views of the deputy minister and the head of the department in regard to the leave, and I understand they were curtailing it more and going into the matter.

Q. We also inquired about the number of married women in the department, as to whether their husbands were in the service or not, and married women whose husbands were living. I noticed in this statement there are 21 married women in your department. Have you any suggestion to make to the committee as to the advisability of employing women?—A. I have married women who are just as efficient as any one in the department.

Q. Apart from their efficiency, do you think it is a proper thing that the husband and wife should be in the service of the country?—A. Well, a higher power than myself has decreed that, and I do not care to comment.

*By Mr. Mowat:*

Q. But that is the fellow we are after?—A. The Government has decided that should prevail, and I think under those circumstances it is my business to make the best of it and I am bound to say that I think the majority of the married women are efficient.

Q. The Chairman is referring to a place where they are both in the service?—You mean both in my service?

Q. Have you got such?—A. I do not think so.

Q. But there may be a case where the wife is in your department and you know of the husband being in another department?—A. I take it that, being in the department, the Government has approved of it, and I think it is my business simply to say whether they are efficient or not.

Q. That is fair enough?—A. And my belief is that the majority of them are efficient. Naturally if they have a family in the course of married life they would become less efficient.

*By Mr. Long:*

Q. It seems to me detestable that women should have to leave their children to other women and to go into the service?—A. I could not say about that, I do not know what they do.

Q. Are there many in your department situated in that way?—A. I cannot say about that, I have never looked it up.

[Mr. R. M. Coulter.]

## APPENDIX No. 6

*By the Chairman:*

Q. I have looked at some of these reports and I see that some women have been charged with a great deal of absence.

*By Mr. Long:*

Q. The doctor made a statement a short time ago that I think should be looked into and that was to this effect, that the women apparently wore down more rapidly in that department than the men?—A. Yes, after a time they do not stand the work as well as the men.

Q. At what age do you notice that?—A. Well, a good physically strong woman who lives a healthy life will go on till between 50 and 60 years of age, as a great many of them do. Doing six and a half hours of work daily they certainly last as long in the Civil Services as they do in any other business. The work in my department is close and exacting and my experience is that if you lengthen their hours over six and a half you do not gain anything.

Q. And you think they work constantly during the six and a half hours?—A. These women are working constantly and the strain of the work is so great that if you extend those hours you are liable to have mistakes. I have conversed on that subject with the accountants in the Money Order Branch and they say that the mistakes that are made after six and a half hours work in the hot weather, particularly, but even taking the year around when they are pressed, that they make so many mistakes that hours have to be spent the next morning in correcting them. I am strongly of the opinion that the man who works hard and faithfully for six and a half hours a day is not doing badly.

Q. You do not think there was any of this knitting going on in your department?—A. If there has been there was no excuse for it. I would not like to think that any of my chief clerks would be guilty of allowing that. I have confidence in my chief clerks that they would not allow anything of that kind to go on.

Q. I do not think any of that happened in the post office?—A. I think not.

Q. Have you ever conferred with any of your chief clerks about that?—A. Yes, they have always said, it has cropped up occasionally during the war and it was sometimes a delicate thing to suppress it during the war. So many people were working for the soldiers it was so popular a thing to be doing, and you could not always control it. For instance during the war we had to give a great many privileges to war workers in the way of hours and that sort of thing and public opinion was such that you dare not refuse it.

*By the Chairman:*

Q. Here is one of these same women, receiving \$1,000 a year, and she was absent 86½ days?—A. Was that during the last year?

Q. Yes, and her husband was employed in the Public Works Department. Have you any knowledge of that case?—A. I do not know anything about that individual case, I think it was an old, old woman.

Q. No, she is only 49. There is another old woman here 70 years of age, whose husband is employed in the House of Commons?—A. That woman is an exceedingly clever woman and a good worker, I know her, we have no more faithful worker in the department than that one, she does first-class work.

Q. I understand some of these women are supporting the house, their husbands may be absolutely inefficient although they are in the Civil Service?—A. There is something in that.

*By Mr. Mackie:*

Q. Are the caretakers in the outside service allowed holidays?—A. They are outside our department, they are in the Public Works, but I think they are allowed annual holidays.

[Mr R. M. Coulter.]

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*By Mr. Long:*

Q. I have not heard yet from any of the witnesses what method they would suggest of getting rid of any man they would like to get rid of. Take for instance a post office inspector, who does not live up to the spirit of the law. I have one in mind and I think perhaps it would be better for the department if he were simply lost. And yet when the question is asked in reference to such cases everybody answers and says that we cannot do it, but why can they not get rid of him?—A. The general opinion prevailing in the service is that a man who has not any money, an official who is getting old, if you throw him on the street you are doing a thing that is not fair to him, particularly if there is no Superannuation Act under which he can retire. The work of the Civil Service is of that nature that he cannot go outside into the outside world in a general way and make a living. Once he comes into the service his chances are that he will be a civil servant as long as he lives.

Q. It seems an aggravating thing to hear so much charity worked up in connection with the Civil Service?—A. Would you call that charity, if the man is in the service?

Q. Supposing a man is not too old to work, and does not live up to the requirements of the service and is not efficient why should he not be fired?—A. There is no reason in the world why he should not, but that inefficiency has gone on for years.

Q. But all the deputies say that he cannot be fired?—A. Remember that we are trying to get away from a condition that has obtained for a number of years, a condition which has been allowed to grow up and a condition that you cannot get rid of at once. You must do it gradually and take no more inefficient on.

*By Mr. Charters:*

Q. Is not the establishment of a Superannuation Fund the way out?—A. I am undoubtedly in favour of superannuation.

Q. You are strongly in favour of that?—A. I believe that when superannuation is established a more efficient staff of men will come into the service, the applicants will be of a higher type. There is a class of university men who will give splendid service. They are well educated and well informed men, but they do not like business life, and superannuation would induce those men to come into the service, to their own disadvantage. Since I have come in here I have not got a single chief clerk that I would not have lost if it had not been for the fact that the Superannuation Act was in existence, that is the old Superannuation Act; that held them. I think that superannuation would be one of the strongest influences against strikes. Men who are under superannuation will not want to go on strike.

*By the Chairman:*

Q. This fact strikes me that speaking a few moments ago you mentioned that under the old system of superannuation abuses had grown up of long standing. Now I think we all believed that when this committee started to work, but you know we have had great difficulty to find these abuses which it was supposed existed. In the evidence of the officials that have been examined we cannot find anything in support of that idea. These officials claim that the efficiency is of a high standard and their evidence would almost lead us to believe that these abuses are imaginary rather than real?—A. I cannot speak of any other department than my own, and I have told you my opinion of the efficiency in that department. I do not think there are many business concerns that compare with the men in our department. I have seen letters written in and sent out by business firms that have come into our department and if those letters had been written in my department, as I have seen them come in from business firms, the employee who wrote them would not stay very long with me.

*By Mr. Charters:*

Q. You have the authority to dismiss inefficient servants?—A. No, we have not  
[Mr. R. M. Coulter.]

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Q. Is not that unfortunate?—A. Well, we have the authority, I suppose, you know in one way we could make the recommendation to the Postmaster General to dismiss, but you will understand that so long as politics controlled there was a great reluctance to make use of these recommendations, and if they were made they were not likely to be followed.

*By Mr. Mowat:*

Q. As far as dismissals go you say political influences no longer have force?—A. I do not think at the present time party politics would control the Commission.

Q. Supposing you asked a minister to dismiss a man and that man is the nephew of a man in his constituency, do you suppose he would dismiss him?—A. I am very certain that in the Post Office Department if we were determined to get rid of that man on his merits and made a recommendation for his dismissal that he would get out.

*By the Chairman:*

Q. Members of Parliament have had the odium cast upon them of making improper appointments and when we endeavour to investigate the condition of the Civil Service we do not find that there are many inefficient employees in the service. Therefore it would seem that the members have been wrongly charged with making bad appointments and I would gather that in each case the inefficiency, if any, must be in some other department than that for which the witness under examination is responsible. I am not saying that is the case in your department?—A. My experience of the members was not an unhappy one at all. I think they try to get as good men as they could get. There is always as good a Grit as there is a Tory, and whatever party was in they tried to get as good men as they could to appoint to the different positions.

Q. The evils of the patronage system are not always inefficient appointments?—A. No, but after the men get into the service sometimes they rely too much on politics to keep them there and probably the member is under pressure sometimes, after they have been appointed, to prevent them being dismissed, and he will perhaps lean towards leniency more than he should. It does not make for good discipline, but the choice of the member was not bad, in my opinion, at all. I think that if a man does not live up to the spirit of the service he should not be retained. But are not these complaints that you are making such complaints as are made in all businesses. You take every business and the head of it probably will retain men in his service because he does not want to hurt somebody's feelings.

Witness discharged.

Mr. GEORGE F. O'HALLORAN, Deputy Minister and Solicitor of Patents and Copyrights, sworn.

*By the Chairman:*

Q. What is your position in the Civil Service?—A. Solicitor of Patents and Copyrights.

Q. How long have you held that position?—A. Since the 17th of June, 1918.

Q. What are your duties in that position?—A. They are not very clearly defined, I am supposed to have charge of the Patent Office and Copyright and Trademarks and the Copyright Branch.

Q. Are you responsible for the work of these branches?—A. I understand so.

Q. Who is the Chief in the Patent Branch?—A. Mr. W. J. Lynch.

Q. And who is the Chief of the Trademark and Copyright?—A. Mr. B. V. Ritchie.

Q. This report on the patent office gives the number of days absence for each employee; totalling this up we find that there are 61 employees, only two absent on

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military service, and the days of absence during last year total 1,305, giving an average of 22 days to each employee. Have you any explanation to give on that subject?—A. No, I find that these leaves were regularly granted and wherever a doctor's certificate was required by the regulations it was furnished. The department has no discretion in the matter beyond to grant the leave which was taken.

Q. Just on one page of this return, on which there are 33 employees, everyone is absent more or less except three. I understand you to say that it would only be on account of sickness that they would be permitted to be absent?—A. Well, there were several causes.

Q. That is generally speaking it would be?—A. Or death in the family.

Q. Generally speaking it would be on account of sickness?—A. Yes.

Q. Would not that seem to be a very large percentage that out of 33 employees 30 of them were sick sometime during the year?—A. Yes.

Q. Have you a copy of the report there?—A. Yes. The percentage does seem high.

Q. Have you any knowledge as to what effort is made to keep down absences, or is any effort made any more than presenting the medical certificate?—A. An effort is certainly made, but I am satisfied that the two chief officers under me investigate the several absences, but if the absentee furnishes the department with the certificate required by the regulations, we are bound to accept it.

Q. Would you go so far as to say that you are bound to accept it?—A. Well, I consider so. That is my interpretation of it.

Q. No option?—A. No.

*By Mr. Charters:*

Q. Did you ever find any of the staff away at a ball match?—A. I was going to add this; I recall a case where I questioned very much the doctor's certificate. I investigated the matter myself, and I think my investigation led to the clerk's dismissal. I remember rather a warm discussion with the medical man. I was satisfied that the absence was not due to illness but to intemperance, to inebriety. I spoke to the doctor about it, he gave his certificate. I forget the nature of the illness he certified this employee had suffered from. I told him he should have seen from the man's condition that it was not that, but that it was over-drinking. I refused to accept the certificate and the man was dismissed.

Q. Is the same scrutiny exercised as would be exercised if you were at the head of a corporation?—A. Not at all.

*By the Chairman:*

Q. Why?—A. If I were chief clerk in the head of a branch in a private corporation, if a man did not get certain results, he would go himself.

Q. He would be fired?—A. The chief clerk would have absolute control over his staff, he would select his staff; if a man was inefficient, he would simply dispense with him. Of course, the chief clerks have no such authority and they are not responsible for results as the head of a branch of an industrial or financial concern is.

Q. Here is a matter in which he has absolute authority, the absence? Why should he not exercise authority?—A. I do not understand that he has.

Q. Well, no one else has?—A. If the absentee presents the certificate required by the regulations, he is bound to accept it.

*By Mr. Charters:*

Q. But you did not accept it in one case?—A. That was a very glaring case.

Q. If you had the right to appoint and dismiss, could you get better efficiency with a smaller staff?—A. I think so.

Q. You think you could?—A. Yes.

Q. Then it is the system that is at fault?—A. In my opinion.

[Mr. G. F. O'Halloran.]

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Q. And you think this medical certificate for absence is abused to some extent at least?—A. I do not know that I would just use that word. It may be a little taken advantage of to some extent.

*By the Chairman:*

Q. I do not like to see you putting that so mildly as that, because I think any employer of labour whose employees were absent during the year in addition to the regular holidays, twenty-two days, would think that there was something seriously wrong in his department?—A. In a private concern.

Q. In any concern where there was that amount of illness, and the greater part of this would be accounted for by medical certificates. An employer who had that amount of illness among sixty-one employees would think he was really running a sanitarium or something of that kind?—A. He would look for stronger people.

Q. The question is if it would not be well to get rid of a lot of the people who were ill so much requiring doctors certificates so frequently?—A. I fancy the superintendent of a branch in an industrial concern who had employees who were absent so much as that through illness would get rid of them, but the chief of a branch in the Civil Service cannot do it.

Q. Has the head of any of these branches recommended to you that it might be advisable to dispense with the service of some of these?—A. It has been a matter of discussion between the heads of the branches on several occasions.

Q. Do you presume that the heads of the branches would be glad to have that authority?—A. It is a question I cannot answer.

Q. Of course, these officials would be anxious to make the department as efficient as possible?—A. They are looking for efficiency, but I do not know that they are anxious to have their responsibility increased. I would not like to speak for them in that respect.

Q. So many employees being absent from day to day must interfere with the attitude of those who are present?—A. I have no doubt it is the desire of both the heads of those branches as well as all the heads of the branches of the public service to have as capable and efficient a staff as they can.

*By Mr. Mowat:*

Q. Their sense of duty and personal pride would be sufficient to make them feel that way?—A. Naturally, the normal man.

Q. Do you think the small space given to clerks in offices and the confinement has anything to do with the illness?—A. I think very likely in some cases.

Q. I was in Mr. Ritchie's office once, and he had about fourteen people in one ordinary room?—A. Mr. Ritchie's office was not suitable at all for the continuous clerical work carried on there. It was not sufficiently lighted. However, he has been given better quarters.

*By the Chairman:*

Q. What in your opinion would be the effect of stopping the pay if they were absent over and above the holidays, as they usually do in industrial concerns?—A. It is done.

Q. Not generally done in these absences?—A. It has been done to my knowledge.

Q. In individual cases?—A. Yes, but in the case of sick leave, where the absentee provides the requisite certificate, there can be no deduction made.

Q. He gets back again to the regulation?—A. Yes.

Q. But if the employee felt, "Now, I cannot be absent to-day, I will lose my pay if I am absent," don't you think that might reduce the amount of sick leave?—A. Yes.

Q. And the number of medical certificates?—A. It certainly would.

*By the Chairman:*

Q. I think something will have to be done in order to remedy this difficulty because we find that in many departments there is about 10 per cent of the time lost, and it naturally follows that the efficiency of that department must be reduced more than 10 per cent as a result.—A. I have no doubt that the regulations with regard to sickness are taken advantage of.

*By Mr. Mowat:*

Q. When civil servants are living right up to their salaries, and necessarily so, do you think they would be prepared to pay a substantial sum in the way of percentage of their salary in order to secure superannuation?—A. I think so.

Q. You think they would?—A. From information that I have obtained in discussing the matter with the civil servants, I think that it is almost universally the case that they would pay a rather high contribution, even at a high rate in order to secure superannuation, provided of course the contribution would be refunded in case there was no superannuation, in case the clerk died in the service.

Q. That is a part of all superannuation systems now, that they get a refund in such cases?—A. In nearly all the cases that occurred that come to my observation in my seventeen years of experience the clerk died without having enjoyed superannuation, and his family lost his contribution to the fund.

Q. That system is out of date now?—A. But if a modern system is introduced I am satisfied that the service generally would accept it even if it involved a rather high contribution.

Q. Do you know, Mr. O'Halloran, whether the people in your department take advantage of the Annuities Branch at all?—A. I do not know.

Q. That is a splendid saving institution it seems to me?—A. I know they have taken advantage of the life insurance very generally; I would have no knowledge of the annuity, but I would of course, of the life insurance.

Dr. COULTER: I can answer that question, they have not.

Witness discharged and committee adjourned.

THURSDAY, June 12, 1919.

Mr. A. W. THROOP, sworn:

*By the Chairman:*

Q. What is your position in the Post Office Department?—Secretary.

Q. How long have you occupied that position?—A. For the last six years.

Q. How long have you been in the Post Office Department?—A. Forty-nine years this coming year.

Q. You reached this position through promotion?—A. Yes.

Q. How many years have you been in this branch?—A. Through the whole service.

Q. Grown up with the branch?—A. Yes, I came in under Mr. Griffin.

Q. I may say that there are certain matters that we are anxious to get accurate information on, and we want you to feel that the committee has no antagonism to any person whatever, but the matter of the absence of the employees appears to be a very large one, and on the surface seems to be unjustifiable. We want you to feel perfectly free and candid with the committee, and let us know why there is so much absence, and give us the reasons for it. You have 46 employees?—A. Forty-eight.

Q. And the total days' absence, do you remember?—A. The total for this year?

Q. Yes, over and above the holidays?—A. I think for this year it was 1,260 days—an average of 26 days.

[Mr. A. W. Throop.]



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Q. The employees generally take their regular holidays?—A. Yes, they take their regular holidays.

Q. So that there was practically a month's absence in addition to the regular holidays of an average for each employee?—A. Yes. Of course, the average might look large on account of the illness of several of the employees, which was very prolonged.

Q. How much was due to that?—A. I think we made a statement of that. There was very extensive super-leave granted on account of illness. In one case there were 103½ days; in another case 149 days; in another 132 days. These are all female employees. The rest are fairly normal.

*By the Chairman:*

Q. Have you anything to say as to the cause in these cases?—A. They were occasioned by illness, and of course the illness in every case was covered by medical certificates. There was the influenza. I think we had eight or nine cases amongst the female employees, and one case of influenza among the male employees.

Q. Deal with these cases of long absence first; these were not due to influenza?—A. No. In the first case mentioned, that of a female, the illness was due to anaemia and insomnia, according to a certificate furnished by Dr. Mayberry, and an Order in Council was granted for the last leave. Under present conditions, I think, dating from December 18, Orders in Council are not necessary under the new rules and regulations adopted by the commission. Before that, any leave exceeding a month had to be covered by an Order in Council.

Q. Have you any record of the absence of these few cases last year?—A. Last year there were 880 days, an average of 18.

Q. I refer to the few cases of long absence?—A. I have, but I have not it with me. We have a record in the department.

Q. Can you tell the committee how often these parties were absent before?—A. No, sir, not very frequently.

Q. Are they chronic invalids?—A. I cannot say. In the first case, 103 days, the lady is fifty-seven years of age. She is a very efficient employee, and one who is entrusted with duties, correspondence and so forth of a very important character, and I do not recollect her having any long absence before last year.

*By Mr. Mowat:*

Q. You mean the past year?—A. Yes. The present year ending March 1919.

*By the Chairman:*

Q. In addition to these I see in the statement a number of other cases, thirty-six days, thirty-one, thirty-seven and a half, fifty-one, ten and a half, twenty-five, fifteen, twenty-eight, thirty-two and so on. The result practically is that every employee was absent some days with the exception I think of four of the highest officials. There is no record given of their absence. Is the committee to understand that there was not an employee in your branch last year but had some sickness, or was absent for other reasons than sickness?—A. These cases, two days, five, one, five, nine, thirty, thirty-one, thirty-six, one and a half—these were all short leaves, but occasionally there were longer cases, and as I say, were all covered by medical certificates.

Q. Apart from the medical certificates, have you any information as to whether they were really sick or not?—A. Oh, yes, we practically know.

Q. Can an employee be absent for a day without presenting a certificate?—A. Yes. Our rule has been up to three days. The present rule would cover six days, that is under the new regulation, but I understand that that will probably be amended, making it shorter.

Q. How frequently would six days be taken?—A. That would depend altogether whether it became very frequent. If it did, it would occasion particular notice and

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inquiry. When any person is reported absent for a day or two days, or up to three days, we invariably get into touch with the party by inquiry through the man's friends, or otherwise by telephone, and we know just how serious the illness may be. Should it exist, our practice hitherto after three days has been to ask for a medical certificate.

Q. But that absence of three days can occur as often as an employee chooses?—A. Well, no.

Q. Subject, of course, to being called up by the chief of the branch?—A. Yes, we would have to be certain about the bona fides. The chief clerk, it would be his duty to make himself acquainted with the case.

Q. The regulations do not limit the number of times during the year?—A. No.

Q. So that it rests with the head of the branch?—A. Yes. He would have to report to his deputy if he considered that there was malingering or any suspicion of that.

*By Mr. Charters:*

Q. Was there any suspicion on your part?—A. No, sir.

Q. I suppose there was not a single day in the year that these officials were not absent through illness?—A. The records show for last year in the case of one chief clerk, no absence; in the case of another, one or two days.

Q. But every day there was somebody absent?—A. Oh, yes, there might have been; I cannot be certain about that.

Q. There are 46 on your staff?—A. 48, sir.

*By the Chairman:*

Q. Two of these are on military service?—A. Yes, one has returned.

*By Mr. Charters:*

Q. Is it not an unusual thing that out of 46 persons one or three should be sick every day, or should fail to report on account of illness. That does not obtain in factories where they are working longer hours and under very much more disadvantageous circumstances. For instance, in a woollen mill, or a shoe factory, the same percentage would not obtain?—A. It is more noticeable among the females.

Q. There are females in the woollen factories?—A. I cannot say as to that; I have no experience with regard to anything outside of my own branch.

*By the Chairman:*

Q. Have you made any calculations as to the absences of the females?—A. No.

Q. My calculation is that there were 26 females on the staff, and that they average 42.8 days' absence throughout the year, while the males average 7.2.

*By Mr. Mowat:*

Q. There is a notable disparity between the male and the female?—A. It is a fact. It is very noticeable, I think, throughout the service; at least I have heard that.

*By the Chairman:*

Q. That is, each female was absent almost two months in addition to the regular holidays?

*By Mr. Mowat:*

Q. Have you ever noticed that leave has been taken after the three weeks' regular holiday, and in addition to the holidays?—A. Yes, I think it has occurred.

Q. It is quite frequent, is it not?—A. I cannot say frequently, but occasionally. Sometimes, I think accounting for that perhaps, they applied for holidays feeling the necessity for rest, and then probably they obtained medical advice that it would be better for them, that their condition would be very much improved, if they had a longer rest. That has happened.

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Q. But some one said that people who were just about finishing their three weeks' holidays would write home for a medical certificate which would extend their leave for a week or two?—A. No, I cannot say that I have noticed that.

Q. You say that you have noticed that they presented certificates which would extend their holidays?—A. Yes, it has occurred, not very frequently.

Q. Would it occur in twelve cases out of the forty-eight in the year?—A. No.

Q. In more than six?—A. Possibly.

Q. Possibly six persons out of 48 would get an extension of holidays by means of these medical certificates?—A. Yes.

Q. One would think that three weeks would be sufficient to put them in a very good state of health?—A. Yes.

Q. I suppose you cannot but come to the conclusion that this was putting one over on the Department?—A. It might be considered in that light.

*By the Chairman:*

Q. With such a delicate staff as yours, do you not think it probable that employees who are so delicate as these appear to be would be likely to get sick during the three weeks' holidays, and that it might be necessary for them to write in for an extension of time?—A. These applications for extension of leave have to be considered by the deputy head and must be brought to his attention.

Q. Through the head of the branch?—A. Yes, sir.

Q. He would probably act on your recommendation, would he not?—A. Yes, sir.

Q. The responsibility would rest on the head of the branch?—A. Sometimes, some of them might present special reasons. They might say: "I have twenty years' service" or "I have twenty-five years' service and I think I should get a little longer leave than the others and a little more consideration." These arguments might be presented and they might influence the deputy head.

*By Mr. Archambault:*

Q. Who is the deputy head?—A. Dr. Coulter.

*By Mr. Redman:*

Q. Have you a superannuation scheme in the Post Office Department?—A. We had up to 1898 when Mr. Mulock's Bill superseded the old Act. Those who came into the service before that came under the old Superannuation Act, but since that there has been no pension.

*By Mr. Archambault:*

Q. Are there no pensions in the Post Office Department?—A. No, in no department. There is nothing but the retirement scheme in force since 1898.

*By Mr. Charters:*

Q. Were there any dismissals from your department this year, or last year, because of neglect of duty?—A. No, sir.

Q. Any dismissals for any reason?—A. None whatever.

Q. What about the punctuality of the staff in getting to work in the mornings and after lunch?—A. I have an attendance book which every employee is required to sign. Under the present rule he is supposed to sign at nine o'clock and they allow five minutes grace I think. They also have to sign on going to lunch and returning, and again on departing finally at five o'clock. During certain portions of the summer the hour of departure is four o'clock and while the House is in session it is five. I think from June to September the hours are relaxed to four o'clock provided the House is not in session.

Q. Do they sign the book and then go to market?—A. No, they cannot do that.

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Q. Do they leave the office before the hour of departure?—A. Not without permission. They must ask the permission of the chief clerk. Of course, in my own department there is another chief clerk in charge, and he is responsible to me for the attendance.

*By the Chairman:*

Q. At school we were not supposed to leave without the permission of the teacher, but we sometimes slipped out?—A. Any one guilty of that would be reported and it could not occur very often without serious consequences.

*By Mr. Long:*

Q. Do all ranks of the Post Office Department require to sign the book on going to lunch and on returning?—A. Just their initials.

Q. They do not do that in all departments?—A. No, I believe it is not the universal practice throughout the Service, but it has been with us. I think it was inaugurated by the Honourable Mr. Mulock.

*By Mr. Mowat:*

Q. In your Department?—A. Yes. Before that there was only the hour of arrival and departure.

Q. I remember a few years ago when the order went forth that they should sign a book, it created a great deal of dissatisfaction among the civil servants. They thought it was a reflection on their honour. Do you remember that?—A. Yes.

Q. It is now suggested in the new Civil Service Act introduced two days ago that they should sign a book or have a punch. What do you think of that?—A. I think the present book is sufficient. I have never considered the necessity of initialling on going to lunch and returning from lunch was a good regulation. I think it takes time and all the clerks are under observation. If they tried to leave before the regular hour, or returned later, the matter would be observed and attended to at once. I do not see that you would get better results.

Q. Than by signing the book?—A. No.

*By Mr. Archambault:*

Q. How long are they allowed for lunch?—A. They leave at halfpast twelve and return at two o'clock?

*By Mr. Redman:*

Q. What do you do in the event of their signing the book late, or not signing at all. What steps do you take?—A. They are reported to me, and I have cautioned very seriously that repetition will result in report to the Deputy, and possibly that the question of their getting their annual increase would be seriously jeopardized. We find it works pretty well; the attendance is pretty regular.

*By the Chairman:*

Q. Are any increases ever refused on that ground?—A. I think on one occasion some years ago it was.

Q. That would be forgotten by this time.—A. Sometimes a person living some distance away might be held up by street car trouble and other little things, which might be of infrequent occurrence.

Q. The committee rather regret that you are not able to give us a satisfactory explanation as to the cause of the absence and how it could be limited?—A. As I say, I can assure you of this much, that these matters have been carefully looked into, and the medical certificates have come before the deputy heads.

Witness discharged.

[Mr. A. W. Throop.]

## APPENDIX No. 6

Mr. F. E. S. GROUT, sworn:

*By the Chairman:*

Q. What is your position?—A. Superintendent of the Money Order Branch.

Q. How long have you been in that position?—A. I have been in that position about five and a half years.

Q. And previously?—A. Superintendent for about a year previously, and I have been in the branch for thirty-seven years altogether.

Q. How many employees have you in the branch?—A. Well, we have altogether 330.

Q. Your branch is divided into Inside and Outside?—A. Yes.

Q. And we have in this statement I think the Money Order Exchange Office,—is that it?—A. Yes.

Q. Outside Service?—A. Yes.

Q. We have nothing whatever to do with that in this inquiry, and we are taking only the Inside Service?—A. I think my figures of 330 would be right.

Q. Then we will take up this absence question. Have you made a calculation as to the amount of absence?—A. I did not add up those totals. I did not know that you wanted them. I did it for the previous year. You told me last night you would like to have a comparative statement, and I went over it this morning and took down the figures and I make out that for last year, ending March, 1918, the average was 16½ days. I do not know how the other figures average exactly for a year ending March 1—

Q. I find the average 19.8 days?

*By Mr. Mowat:*

Q. Were there any big ones among them? You see a few large ones brings up the average.—A. We have one pretty large one. He is a man who had a stroke and they kept on carrying him from month to month, until finally he was superannuated. That brings the average away up.

Q. It does not give you an idea of the thing unless you know there are some exceptional absences?—A. No.

*By the Chairman:*

Q. There is one 71½ days?—A. That was the case of a young man who said his health was bad and he wanted to go to the northwest for the summer, and wanted to stay, and he went in the spring, I think the end of March, and he stayed until December. I think that covers it, but that was without pay except the three weeks' leave. That statement includes a great many days without pay, so that the Government has not lost money.

Q. Have you any calculation as to the days that were paid for?—A. I have not. That one for 218 days, except two days' leave, would not be paid.

*By Mr. Mowat:*

Q. If there were quite a number without pay, those that were left must have done the work?—A. Yes.

Q. Therefore if these people came back the department would be overmanned?—A. It is easier to do the work with us during summer. Our busiest time is from November till about March. Our increase in business about that time is very great. Catching up with the work after the Christmas rush is the time we have to work hardest.

*By the Chairman:*

Q. You have some other chronic invalids, that is parties who were absent a considerable time through the year, who at least had long spells of illness?—A. There is

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one on page 3, 164 days. Her mother had cancer or something, a very, very bad case. She was taken to Toronto to have some X-ray treatment. This girl asked to be allowed to go up and stay in Toronto, and her mother finally arriving here, we gave her leave without pay. Most of that is without pay.

Q. She received the bonus?—A. Yes.

Q. Then we have 82½ days?—A. That is a young man a very efficient what we call sorter, sorting money orders. We had him in charge of a room over the girls, and he became sick and was sent to the Brockville asylum, and we carried him along until—I think it was last fall until this spring, then they stopped paying him. So that accounts for the 182 days. They are still carrying him in the hope that he may eventually recover and come back, but he is not being paid at present. He was paid as long as our Civil Service regulations permitted.

Q. We recognize that it is quite normal that you should have, in a large staff like that, a few who would be absent for a considerable time. What concerns us most is the general absence for shorter periods which aggregate a great deal in the year, 10, 12, 14, 20 and 30 days and so on. You heard Mr. Throop's explanation. We have heard it before—that medical certificates are granted to cover the greater part of this. Have you anything additional to say as to that absence?—A. Well, a man may be absent one day and he generally phones or sends some message that he is sick, and sometimes they find they want to be away a day, and they ask us to have annual leave. Of course, that is all right. The leave belongs to them if we like to give it. But when a man is away for a day and sends in word that he is sick, we make him write an explanation when he comes back, and we have it on file in every case.

Q. You have frequent requests for absence from parties who stay away and do not make any report, and who come back the next morning without saying they were sick. They will require to give some explanation, I presume.—A. Oh, yes, we know every time a man is away with our system of keeping the absences.

Q. Do you have many absences that are accounted for by reasons other than sickness?—A. No, unless they ask away. You mean that they may be hitting it up? There is nothing of that kind.

Q. They may be absent for from three to six days without a medical certificate? These parties, who are absent one, two and three days—do they generally tell you that they were absent on account of sickness?—A. Sometimes they ask us to charge it up their annual leave, saying it was impossible for them to be here.

Q. That would not be included in this statement?—A. No, not for three days. Under the old regulations we used to allow them three days, but if beyond three days, it was a medical certificate every time. That medical certificate comes into our chief of staff of the branch, and there it is submitted to inspection.

Q. Three days' absence may occur this month and again a few months from now, and so on, so that in a year an employee can be absent 10 or 12 or 15 days in that way?—A. There is no frequency of three days' absence taken like that. It may be a day, it may be three days; then it may be two days.

Q. If one takes two or three days several times in a year it averages considerable?—A. It does.

*By Mr. Archambault:*

Q. Do you mean to say that you never require a medical certificate unless an employee has been absent three days?—A. Three days, but I think this new regulation limits a man to six days. But we have not many of these so far. Nobody has taken advantage of that, that I know of.

*By Mr. Mowat:*

Q. The new regulation seems to be too lenient?—A. I think it was better under the other. I think that if a man is away three days it is time to have him say what is wrong.

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*By Mr. Archambault:*

Q. Do you not think you should require a medical certificate even for one day?  
—A. No.

*By Mr. Mowat:*

Q. You have a big branch with over three hundred employees and you have to be pretty stiff to get work out of them?—A. I think we are pretty strong.

Q. You cannot play the good fellow with 300 people?—A. I do not think they consider it in that light.

Q. Does your Deputy require you to get the proper work out of these people? does he leave it all to you?—A. He leaves it practically to us.

Q. Does the Minister ever question you in anything like the way we have questioned you to-day?—A. No, he never has.

Q. Among the 300 employees, how many were appointed through political influence?—A. Most of our permanent officials have come from the commission.

Q. It is only those who were appointed eleven years ago and before that, who were put there by political influence?—A. Some of them, but they had to be appointed.

Q. By examination?—A. Yes.

Q. You must have among your 300 employees a number of misfits and loafers?—  
A. They cannot loaf very much with us.

Q. You are after them?—A. A certain amount of work has to be done all the time.

Q. Then leave out the loafers; are there any misfits who cannot do their work to your entire satisfaction?—A. We have some who are not as swift or as keen on it as others.

Q. Would it be to the advantage of your branch if you were able to dismiss these persons?—A. I would not like to say that there was anybody there whom it was necessary to dismiss.

*By the Chairman:*

Q. What is the work of the sorters?—A. Money orders come in every morning with postmaster's accounts. They are checked off and put through an adding machine, then they are sorted by these people. They are sorted first into provinces.

Q. Certain money orders?—A. Yes.

*By Mr. Archambault:*

Q. Would it be of advantage to your department if there was a board of dismissal like what they have in the United States? Whenever you had a complaint against a civil servant, you could make your complaint to that board, giving notice to the civil servant, and the board could decide. Would that not be an advantage? It would be fair to the employees and to you. I understand you have the responsibility of your department. If you have some employees who do not attend to their work properly, you should be able to dismiss them. At the same time they should have an opportunity of defending themselves. Would it not be very useful, and in the interests of the country to have a board of that nature, to whom you could make complaints when an employee was unsatisfactory, giving notice of such complaint to the employee, and leaving it to the board to dismiss if necessary?—A. I think there is something of that kind in the air. It seems to me that I saw something about that.

Mr. LONG: We have not had the head of a single department come here and admit he saw anything like that going on. We hear that there is knitting going on in the offices, and that the men go marketing during working hours, and yet not a single head of a department has admitted that anything like that was going on. They seem to think it their duty to defend their staffs.

*By Mr. Mowat:*

Q. What do you say in answer to these observations?—A. There is no truth in regard to doing marketing in our branch.

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*By Mr. Long:*

Q. There is nothing in your branch?—A. No.

Q. You may think that, but why not say that you do not know that any of these things happen?—A. Perhaps I had better qualify it by saying that. The clerks on the different floors in our branch have very strict rules about that and if there was any knitting going on, I think I would have heard about it; they would have told me. There was work of that kind done, I think, for the women's branch of the Civil Service Club. They used to get out sometimes, but our branch did not get out. They got out at four o'clock, but our branch did not. I do not think you can apply that to us at all. Another thing is, we are in the Union Bank building, and we are on five different floors. We start half-way in the building, near the small elevators, and we have the far side of each floor, and it is pretty hard. If we were more condensed, or all together in another building, it would be much easier to see everybody and see what is going on, but each man on each of these floors has strict instructions in regard to the coming and going of these clerks.

*By Mr. Archambault:*

Q. Did I understand you to say that you were not in favour of such a board of dismissal as I suggested?—A. No, I did not say that. I said I think I saw something about it coming up.

Q. We want your opinion. Do you think it would be an advantage to have such a board?—A. Yes, I think it would.

*By Mr. Mowat:*

Q. It would take the opprobrium away?—A. Yes, it would give the employer and the clerk both a chance to state their case.

*By Mr. Charters:*

Q. What about the general efficiency of the staff?—A. I think the general efficiency is good.

Q. If it were your own business, or you were working for a corporation, could you do the same amount of work with fewer officials, and do it equally well?—A. I think perhaps I could do it a little better. Some of the employees are perhaps people you would not have in your own business if you were free to choose them.

*By Mr. Mowat:*

Q. There is a difference between government and ordinary commercial business?—A. Oh, yes.

*By Mr. Charters:*

Q. By a careful scrutiny could you cut off ten per cent and have equal efficiency?—A. I do not say so now.

Q. Suppose you were in charge of a business of your own?—A. We have a great many women, and they do not give us the same service. I do not think that on the whole they are so satisfactory as the men. We cannot get men sometimes.

Q. Do the women do the same work as well as the men?—A. Some are as efficient as the men.

Q. Do they get the same pay?—A. Yes, some of them.

*By the Chairman:*

Q. Taking them as a whole?—A. There are only a few in the higher classes. That is recently, within the last year and a half or so. They were held back for years.

Q. About how many money orders do you get into your branch in a day? Can you give us any information as to that?—A. It varies. We have four terms, the 8th, the 15th, the 22nd and the end of the month. We get accounts from all over the

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Dominion. These come in about the 10th for the term of the 8th, for instance. We have a great many orders probably in the last three days of the week.

Q. Can you tell us about how many approximately?—A. In a day?

Q. Yes?—A. That is rather guess work. I have jotted down here our money orders drawn on the States for the quarter ending 31st March, last. For January, February and March we issued four and a quarter million dollars. I am sorry I have not the numbers.

Q. What I had in mind was to get an idea of the kind of work the sorters do. I find you have a staff, as recorded here, of thirty-one permanent sorters and seven temporary?—A. We have two kinds of sorter. We sort them into provinces, and the number, and offices. That is divided up into register clerks, and they are marked off against the postmaster's figures. The final sorting is when they are packed away in the boxes we have for them for future reference.

Q. I notice that these permanent sorters have an average of 40.6 days' absence. Seven temporaries have been appointed nearly all within the last two years, all but one. Why were these temporaries appointed? What was the condition which required temporary employees being appointed during the last two years?—A. We have had temporary sorters to replace some of the men who had gone to the front, and to keep up with the increase of the work.

Mr. LONG: That seems to be the line of argument as to the over-manning of the different departments.

*By the Chairman:*

Q. Have these temporaries been dispensed with when the men came back?—A. The increase in the number of orders requires an occasional appointment.

Q. Have you any suggestion to make as to how these absences can be reduced?—A. I do think that the six days allowed now by the Commission is too much. I think three days are enough.

Q. But these employees are sick when they are absent?—A. Are they sick?

Mr. MOWAT: That is the most significant answer we have had.

*By Mr. Charters:*

Q. Is there a good deal of sickness about the time of the baseball matches?—A. No, I cannot say that I have noticed that.

*By Mr. Archambault:*

Q. If I understood you rightly, you said that if it was your own business you would get a better qualified staff than the staff you have now?—A. I would like to replace a few.

Q. Could you get a better qualified staff at the same salaries that the staff are getting now?—A. Salaries, of course, are up now, for everything costs so much to live. I could hardly say exactly what a fair salary is in connection with this.

Q. You think you could get better qualified employees at the same salaries as are paid now? Supposing you take the view you would like to replace some of these men with qualified officials; could you get them at the same salary or price?—A. I would have to ask the Commission for anybody to replace these men.

Q. That is not my question. Do you believe you could get men outside at the same salary as you are paying to those who are now in your employ, but better qualified servants?

Mr. CHARTERS: If you had full power to employ them?—A. I do not know. It is a question what they would want for their salary—I do not understand exactly.

*By the Chairman:*

Q. You are not familiar with outside salaries and what people performing the same service would get outside?—A. No.

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Q. You have an idea what a man qualified for the service these men are rendering is getting outside of your branch in the ordinary business?—A. It is hard to compare what they are doing outside and what they are doing in the Government. Our work for the most part is routine work which a person coming in will grasp after a certain number of months and become efficient and quick, while you take an outsider who wants to go into the Government, he might not be willing to work for the amount of money the Government will allow. They go in at \$600, and even the returned soldiers are kicking at coming in at \$600.

Q. \$600 a year?—A. Yes.

Q. Everyone has to come in at that?—A. That is the minimum salary. It is a very rare occasion when they make any addition to it.

Q. You do not mean to say that if you wanted an efficient man that you could not offer him more than \$600 a year?—A. That is all we could offer him. He would get a bonus, if he was an unmarried man, of \$150.

Q. Do you mean to say that if you wanted a very efficient clerk to do your work, you could not offer him more than \$750 to start with—a man with experience?—A. I could not offer him anything.

Q. But if you had the power; is that the fact?—A. You see in the service these men who are already in are coming up. That is they expect some day to do some work that is going to make them more important and help them get more money. The outsider who comes in is green and does not know anything about the work, and has to learn it. It is hardly fair that I should bring in a man from outside and put him at a higher rate of salary than some of the men who are already there and working up for promotion or advancement.

*By Mr. Charters:*

Q. What did you give to the sorters last year?—A. The sorters got \$600 and a bonus of \$150, or \$250 if they are married.

Mr. ARCHAMBAULT: No wonder you cannot get efficient clerks for that salary.

Mr. CHARTERS: That is referring to minor clerks.

*By Mr. Archambault:*

Q. You have some clerks who are getting that salary?—A. Yes.

Q. Supposing you have to replace a man in that category, would you bring him in from the Civil Service Commission at that salary, a new man, or would you have to replace him by somebody who has been there for a while?—A. I would rather replace him by somebody I know had been there and understood the work—promote him.

*By the Chairman:*

Q. As a matter of fact you have no authority to do that?—A. No, I have none. It is not my job hiring men. I ask for them as I think the inside work requires them, and then it is a matter of their own ability how they keep on.

*By Mr. Archambault:*

Q. Did you ever make a report to your deputy about the efficiency of your staff?—A. Yes.

Q. Supposing a servant does not do his work properly, you ask to have him changed or suspended.—A. We have not had any suspensions for some time.

Q. You just admitted that if it was your own business, you would change your staff—replace them. That in my opinion means that you have some in your staff who are not efficient. You never made any complaint about that. Don't you think you should have?—A. You mean by that the number of days' leave?

Q. Not only that but the ability to do the work properly.—A. They are certainly not as good, one as the other. In a large staff like that you have some who are not as fast as the others.

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Q. You never complained about that to your deputy. Have you the authority to do it?—A. Oh, yes, I suppose I could go to the deputy.

Q. You admit there are some who are not efficient, and you do not complain about them although you have authority to do so.—A. I could complain to the deputy, I suppose, and say that this person was not doing all I thought he should, but what I mean is more on account of the sick leave than the efficiency in the work. They are all doing good work I think.

Witness discharged.

Mr. J. G. FORTIER, sworn:

*By the Chairman:*

Q. What is your Branch?—A. I am Chief Clerk in charge of the Postal Note Division of the Post Office.

Q. How many employees have you got?—A. Sixty-six in the division. We occupy two rooms, and about 42 under my direct supervision, and the balance are in another room, under an assistant. I made up a statement here of the number of days' absence on account of illness during the calendar year 1917--18, and the total number of days for 1917 for illness is 1,499, and in 1918, 2,009, an increase of 510 in 1918, and besides that, special leave of absence in 1917 was 205 days; 1918, 462 days, an increase of 257 days in 1918. The total increase of 1918 over 1917 was 767 days. I think that is mostly due to the Spanish influenza. The clerks were not only ill themselves with the influenza but perhaps their families were ill, and some volunteered to nurse when the city called for nurses. Of the staff of 66 there are 60 women.

*By Mr. Archambault:*

Q. What is the average absence for each employee?—A. For 1917 the average was 26, and for 1918, 37 days. That is in addition to the three weeks' holidays.

*By Mr. Charters:*

Q. How much compassionate leave was there in addition?—A. This includes everything.

Q. What do you mean by special leave?—A. Such cases as illness in the family, or contagious disease when the clerk could not be allowed to come to the Department.

*By the Chairman:*

Q. Were they excluded from the Department on account of influenza?—A. They could not come, the doctor gave them leave for the family.

*By Mr. Mowat:*

Q. I start out with a prejudice against undue feminism. I think it is a pity that the civil service should be feminized to too great an extent. You say you have 60 women out of a staff of 66?—A. The reason is that probably 25 of them are sorters, and all our work is connected with the handling of postal notes, and some bank bills, and women can become experts and handle these quicker than the average man.

Q. They are more deft?—A. Yes, there is no question about it.

*By the Chairman:*

Q. Your employees generally are a pretty robust-looking class?—A. Yes.

Q. I notice that the female sorters in your branch were absent on an average of 54 days. There was one absent all the year without pay, but I am not including that one. The others, twenty sorters, are absent on an average 54 days. That is a good deal larger than the absence of the females in other work. What is there about that work, or what is there specially about these employees that would necessitate their absence?

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—A. In the first place, we have a number of what might be called permanent invalids who can always be counted upon to be absent each year for certain periods.

Q. Why is that?—A. Whether it is since they went into the department or not, I do not know; but now they are in a poor state of health.

Q. Are they put on certain work when they reach that stage?—A. Yes, they are mostly at low salaries.

Q. Have you anything to say as to your view concerning this amount of absence, whether it is justifiable or not?—A. I think most of it is justifiable. I think there are cases where perhaps the clerk stayed away longer than was necessary.

*By Mr. Archambault:*

Q. How do you know they are justified?—A. By the medical certificates they bring in.

Q. Do they bring in medical certificates if they are absent less than three days?—A. No.

Q. Are most of these absences less than three days?—A. No, these prolonged absences are for a month or two months at a time. So far as these occasional absences are concerned, they are only allowed a maximum of 14 days in any twelve months. If they exceed 14 days, they can only get their pay by an Order in Council. If they are a few days over the 14, they would have to get the Postmaster General's sanction.

Q. That is absence without a medical certificate?—A. Yes, if it is only a few days. It is a very rare thing they are allowed full pay for their occasional absences where they exceeded 14 days.

Q. I suppose the employees are aware that they can be absent for 14 days, and that they do not take any risk when they do not exceed that?—A. Oh, yes.

Q. And they probably take advantage of it?—A. Yes.

*By the Chairman:*

Q. Suppose the pay were deducted for the days they were absent, what effect would that have?—A. It would certainly reduce the number of days of sick leave.

*By Mr. Archambault:*

Q. Do you not think it would be well to have a medical certificate from every servant who is absent?—A. For each day?

Q. For each day. That is, if they are absent one day or two days they should come back with a medical certificate?—A. I have always thought that this 14 days is taken advantage of by the women in the Postal Note division. The men are very rarely absent on account of illness.

*By the Chairman:*

Q. Would the best plan not be to have absolute strictness on the part of the head of the branch. We see from the results of the medical certificates that they are granted probably on many occasions when they should not be granted. If the head of the branch were very strict, and if there was some penalizing done, would it not be of greater advantage than asking for medical certificates?—A. I have always thought that the 14 days' leave was granted as a humanitarian provision.

Mr. ARCHAMBAULT: I disagree with you, Mr. Chairman, if they are not sick they are not entitled to leave and they should have a medical certificate.

*By Mr. Charters:*

Q. Supposing the Government made a contract with you to give you double the amount paid in salaries in your branch, could you get the work done with a considerably reduced staff and yet have the work as well done?—A. I think it is recognized that we are carrying women who are not wholly efficient for compassionate reasons. For instance, we have a widow with five children, and she is supporting herself and these children.

[Mr. J. G. Fortier.]

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*By Mr. Long:*

Q. How much is she getting?—A. About \$800 a year.

*By Mr. Charters:*

Q. That is all right, but could you do the work with fewer people?—A. If it was not for these prolonged absences, we could do the work with fewer people.

*By Mr. Archambault:*

Q. I would like to have your opinion about this board of dismissal which I suggested. If you had any complaint to make against an employee, you could make the complaint to this board and give notice to the employee. The board would determine whether the employee should be penalized or not. Do you think that that would be an advantage?—A. I think there are cases where it would be very advantageous.

Q. I understand that you have no authority to penalize or dismiss any employees?—A. None whatever.

Q. Whether he does right or wrong?—A. None whatever.

Mr. LONG: That would be merely another case of passing the buck. You will never get efficiency until you get these men to realize that it is up to them to question these things. They would perhaps make themselves unpopular, and they do not want to do it. They would shove the responsibility on the board.

Mr. ARCHAMBAULT: It seems to be very effective in the States.

*By Mr. Long:*

Q. I would like to know if his employees feel they can bluff him into accepting their story simply because they bring him a medical certificate?—A. It is really not left to us to distinguish.

Q. You are helpless under the regulations, and they know it?—A. Yes.

Q. And they take advantage of it?—A. They have to satisfy—

Q. The regulations, not you?—A. The Deputy Minister.

Q. But the Deputy Minister tells us that you are in charge of your branch, and if you are not satisfied with the procedure, it is up to you to tell him. He says he is responsible. That is the trouble we are up against, and you are not helping us one bit?—A. I am not at the head of a branch; I am at the head of a division attached to the Accountant's Branch. The Accountant is the head of the branch.

*By the Chairman:*

Q. But he depends on you for the supervision of your division?—A. Yes.

*By Mr. Long:*

Q. You supervise these medical certificates?—A. Yes.

Q. And if they pass you they are all right?—A. They often go to the head of the branch first and he passes them over to me. All I know is that they have been granted sick leave.

Mr. Robert FOWLER, sworn:

*By the Chairman:*

Q. Have you prepared a statement for the committee?—A. I can make a statement personally in regard to the branch. I took charge of the Dead Letter Branch on 16th April.

*By Mr. Charters:*

Q. This year?—A. Yes. On taking charge, I found there were altogether 116 on the staff, 45 in Ottawa, and the rest situated at Halifax, Montreal, Toronto, Winnipeg, Edmonton, Regina and Vancouver.

Q. We are making inquiry only as regards the inside service?—A. These are all supposed to be in the inside service. The whole Dead Letter Office belongs to the inside service, although in our office we have a considerable number of outside servants.

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*By Mr. Mowat:*

Q. In the Bill which was introduced two days ago, the distinction is abolished. It is a question whether we should be limited by our order of reference?—A. Under the present Act, the Dead Letter Branch forms part of the inside service.

Q. Although they may not be located in Ottawa?—A. Yes. In all the offices there are certain employees who are employed in the Dead Letter Office, who are paid from the outside service vote. I found the branch in a pretty deplorable state.

Q. In April last?—A. Yes. I made a report to the Deputy Minister which perhaps I might as well read. I was Assistant Deputy Minister for three years, and I know something about it. In the early part of March, the Deputy Minister advised me that I was to be appointed Superintendent of the Dead Letter Branch. I had heard something about the condition of affairs in that branch, and I asked for permission to make enquiries as to whether there should be any changes before I took possession. I made these enquires, and on 3rd March, 1919, I made this report. (Reads):—

As suggested on Saturday last I have now had an opportunity of looking over the offices comprised in the Dead Letter Branch, and if ever there was a branch which required reorganization this one certainly does and I can only express surprise that it has been possible for the work to be done with any degree of satisfaction under the existing conditions. These remarks, however, are in no way to be construed as any criticism of the Superintendent who has been working under such adverse conditions for so long past.

The room at present occupied by the Superintendent is nothing more than a wash room, his desk being on one side of two wash basins, that of his confidential clerk being on the other side of the same wash basins. The remainder of the staff, numbering between 35 to 40, are housed in a room which is suitable for not more than eight or ten people at the most. The office is now so congested with old and dilapidated desks, tables, tin boxes, old bags and other articles that it is next to impossible to walk through the office, and certainly impossible for it ever to be clean. The office is filthy, unhealthy and not in a suitable or fit condition for any one to work in.

As you have asked me to take charge of the branch on the 1st April, I therefore wish to make certain suggestions which are absolutely necessary to be carried out before the office can be reorganized and operated in an efficient manner.

10. The office now occupied by the Chief Draughtsman could be used for the Superintendent. A partition partly of wood, and partly of glass should be erected half way across the room, thereby making two rooms, one for the Superintendent and one for his confidential clerk. On account of the mass of valuable registered matter this part of the work should be kept distinctly separate from the ordinary matter, and only those clerks who are directly connected with the registered matter should have access to that part of the office where it is kept and recorded. It is therefore necessary to divide the main work of the office into two divisions, namely, ordinary matter and registered matter. Adjoining the office intended to be set aside for the Superintendent is a large room which is now used once every three months for holding examinations on the Postal Guide, each examination occupying half a day only. This room could be used for that part of the staff dealing with the ordinary matter, and there would be sufficient accommodation for twenty or twenty-five clerks and could be communicated with that of the Superintendent by means of a door being made between the lath and plaster wall separating his office from this room.

At the end of this room is another lath and plaster partition through which a door could be made to communicate with the office now in use, which is only sufficient to accommodate the necessary number of clerks dealing with the registered mail. At the present time there is not one single ledger desk in the

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office, and the mass of detail makes it absolutely necessary for many new ledgers to be opened dealing with the receipt and disposal of many articles which are returned to the Dead Letter Office, and the part of the office which I recommend to be set aside for registered matter is the vault. This vault at the present time is filthy, untidy, and in a muddled condition, and one of the first duties will be to have the contents of this vault thoroughly checked over and recorded. A large amount of material which is deposited in there can be taken out and stored elsewhere. In addition to these two main branches, there are also the foreign mails and censored mails. There is a staff of 37 employees, many of whom are old. Few only can be considered as up to date and with sufficient initiative and energy to deal quickly and accurately with this particular kind of work. As, in my opinion, the registered matter entails great responsibility, it will be absolutely necessary for me to have there an official who is young, healthy, and has the ability and energy to tackle this branch of the work. At the present time there is no one on the staff suitable, and it is only fair and reasonable that I should have someone in whom I have complete confidence, both as to integrity and who possesses the qualities above mentioned. I would like to explain the staff itself. In the head office in Ottawa there are 24 permanent employees in the inside service. Of those 24, 5 of them are absolutely unsuited for that class of work, and those 5 are all women.

*By the Chairman:*

Q. In what way are they unsuited?—A. They are not sufficiently competent to do that work. The work that has to be done there is in connection with all dead matter, and letters have to be opened, very often of a very confidential nature, some containing value. Afterwards they have to be entered in various ledgers, and it is impossible to put a woman on to these ledgers. The ledgers are as big as this desk, and they require to have a man to carry the ledgers round, and in work of that kind, where there is a tremendous lot of books around, you cannot put women on it. Then there is one messenger; that makes six. That leaves 18. Out of the other 18, eight of them are women, which leaves 10 men on the staff, including myself.

*By Mr. Charters:*

Q. Ten out of how many?—A. Out of 24 permanent. In addition to the permanent there are 21 temporaries.

*By the Chairman:*

Q. These figures do not quite agree with the statement here. There are 33 in this statement.—A. You have the outside and inside mixed together.

Mr. MOWAT: There are 45 in Ottawa?—A. Yes. Of the temporaries there are 21, and of these temporaries the majority are women.

Q. What is the average salary of the temporaries?—A. The average salary of the temporaries is \$626, plus \$250 bonus allowance, in my opinion a sufficient salary for them.

Q. \$50 a month?—A. Yes.

*By Mr. Long:*

Q. Sufficient for what they do?—A. Yes.

*By Mr. Archambault:*

Q. Do they give all their time?—A. Yes, they are women. That would be \$876. That is \$70 a month. It is a good salary for a woman. When I took charge of the office there was not a single stenographer in the place, and we have eight branch offices, and there was not an auditor. The clerks had to write their own letters in pen and ink.

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*By the Chairman:*

Q. Any reason why there were no stenographers?—A. It seems, as far as I can gather from the former superintendent, that the office has been generally neglected. It is out of the central building, and on the fourth floor in the Post Office, and there it has been for 15 or 20 years, and no one ever goes near there.

*By Mr. Charters:*

Q. It is a dead place?—A. Yes. The staff, as I said before, are of a very limited capacity. Since I took charge I have asked for additional help.

*By the Chairman:*

Q. Could you give the committee any special reason why this staff should be in this condition?—A. I think it has been a dumping-ground to put people in who either want a position or whom they cannot put anywhere else.

*By Mr. Long:*

Q. Perhaps one man going into another man's department might be impressed with the same idea of the condition of affairs?—A. I would be sorry to have any one come into my branch when I took charge of it. There was not a ledger fit to see. As soon as I took the position I recommended a responsible man to come there to assist me, and the reason I recommended him was this, that before I was made private secretary of the Postmaster General I had a young man, Mr. McEachern, in the staff branch, and I trained him myself. When I was appointed private secretary to Mr. Pelletier, he took my place in the branch. This man was appointed by the Commission. He took second place in the examinations. He started from the bottom, and since entering the service he has learned the French language fluently.

Mr. ARCHAMBAULT: Hear, hear.

WITNESS: I agree. If more would learn the French language, we would get along much better. That man can talk French like a Frenchman. When he came into my office in 1913 he could not talk a word. Up to the present, however, I have not got him. On the 25th April, I made two applications to the Deputy Postmaster General, one for a stenographer and the other for a filing clerk. I may as well tell you that in this branch there is not a file of any kind. Since I took charge, there has not been a file, because I have not got the material to make it up, unless I could do it myself. You will understand what this means when I tell you that last year it is estimated that as nearly as possible, although we cannot prove the statement, as they never kept accounts, 2,477,375 dead letters returned to the office. Of these, 233,000 came from the British Post Office, 154,000 from the United States, 18,000 from the British colonies and foreign countries, 38,500 books and packets. There were 1,000,000 dead letters returned from Canadian post offices, 32,000 registered dead letters, that is, letters containing value; there were 11,000 special letters returned from the various post offices. If a letter were sent to you in Ottawa and had the wrong address, they return it and we deal with it. There were 18,000 ordinary letters which were found to contain value, either in cash, money orders, or bank notes; and there were 598,000 letters which had to be dealt with because of insufficient address.

*By the Chairman:*

Q. Have you any statement showing the value of the contents in these registered and other letters?—A. I have not an exact statement for the reason that before I went to the branch they did not keep accounts. Since I went we have started a complete statement, a detailed report, so that on any day we can explain to any one the situation in regard to any dead letter matter. This sheet has to balance. If we get a million letters, this sheet has to balance at the end of each month, just the same as a bank balance. Before this, there was no balance; they had to make up as best they

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could. Every letter that is destroyed now is recorded. There is a record of every single letter that goes into that office; it does not matter where it comes from, or what it contains, we have a record, so that we can stand any criticism of any kind.

*By Mr. Mowat:*

Q. What did they do in the old days?—A. They destroyed them wholesale.

Q. What is the use of keeping alive dead matter?—A. Supposing I wrote a letter to England containing five dollars. If it comes back, it must be dealt with at the Dead Letter Office. Suppose you write a letter from Ottawa to wherever you live. It may not contain value, but it may be of importance, and if the letter does not reach its destination, you come to the Dead Letter Office and ask if we have it. We can tell you whether we have it or not; before they could not tell you.

Q. If I write a letter to the wrong address why should I come bothering you?—A. We can tell you in five minutes.

Q. Look at the staff you have to keep?—A. It does not require a larger staff; the staff is the same as before.

Q. It looks like a duplication of work?—A. If we cannot trace letters, we have to destroy them. The point is that we should keep some record of the letters destroyed.

*By Mr. Charters:*

Q. You say that when you were appointed the staff was inferior?—A. Yes.

Q. What have you done to make it more efficient; have you made any dismissals?—A. No, I brought the matter to the attention of the Deputy Postmaster General, that there were at least 15 people who were little or no good.

Q. What was the result?—A. He agreed with me.

Q. What happened?—A. That was all there was to it.

*By the Chairman:*

Q. When was that report made to him?—A. When I made these two applications for additional help, that was on the 20th April. I went there personally, and there is no question about what took place, because there happened to be another man there. That was the 25th April. At that time I asked for a stenographer and a filing clerk, and I told him then that I had 15 people on that staff whom I considered little more than useless. He said: "I quite agree with you." I said they ought never to have been put there.

*By Mr. Archambault:*

Q. Did you make a written recommendation to that effect?—A. No, I told him personally.

*By Mr. Charters:*

Q. If they were dismissed how many would you ask to have appointed to do their work?—A. If I had five good people, I could do the work of these fifteen. In fact, personally I would rather have ten efficient people than 35.

*By Mr. Mowat:*

Q. Among the 15 are there any widows supporting five children?—A. I do not think I have any woman in my branch who supports five children.

*By Mr. Charters:*

Q. Have you any women whose husbands are in the service also?—A. I have one, temporary.

*By Mr. Long:*

Q. Why are there so many temporary clerks?—A. We had to get these because there was such an overflow of letters. The staff was unsatisfactory and inefficient from the commencement and to cope with the thing at all they had to get these temporary people in, and some of the temporary people are a good deal better than the permanents.

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*By Mr. Archambault:*

Q. They give more work?—A. We have 50,000 letters in the office now. We have 12,000 letters that have been censored, all containing value. There may be \$200,000 worth of value in these letters, letters addressed to Austria and the States and other countries. That is not proper work for a sorter to do.

*By Mr. Mowat:*

Q. You require educated persons?—A. Certainly.

*By the Chairman:*

Q. Are there any of these old people that can be dispensed with?—A. I have an old gentleman there who does his work very well, but he is over 80. He is a very good old fellow.

*By Mr. Mowat:*

Q. I suppose he could not live if he lost his pay?—A. He is only getting \$1,300 a year, and he is an excellent official.

*By the Chairman:*

Q. Is he included in the 15?—A. Yes, but sooner or later he has got to go.

*By Mr. Archambault:*

Q. Are there any absences in your department?—A. So far as absence is concerned, there is no question that it is abused. I found it so when I went to this branch, and I put my foot down at once. The system we adopted was this: A time book is made up at ten o'clock. My confidential clerk reports to me who is absent. They are at once communicated with by telephone. If they are not at home, they are marked absent without leave. The next day they have to give a written explanation as to their absence. If this written explanation is not satisfactory, I take the responsibility upon myself to disallow it. Of course, under the Civil Service regulations we have to get a medical certificate after six days. If the medical certificate is not satisfactory in my opinion, I take the responsibility, and I do not recommend it. Since I went to the branch I have not had any medical certificates that have not been satisfactory, but when I was acting Deputy Minister one man brought a medical certificate stating that he had been suffering from appendicitis for seven days. I disallowed it.

*By Mr. Mowat:*

Q. Why?—A. Well, appendicitis for seven days did not appeal to me. I think he said he had an operation. It was unreasonable. Another man had a certificate to the effect that he had typhoid fever, and he was away for eight days with typhoid fever. I crossed that out.

*By Mr. Mowat:*

Q. Suppose it was appendicitis without an operation?—A. Yes, but in this case I think he said he had an operation. Another case I had was that of a man recommended for employment in the department. The doctor gave him a medical certificate that he was in perfect health, but on the second day the Superintendent reported that he was spitting blood in the office. I suspended the man from duty right away, and I got in touch with the doctor. He told me that the man was in rapid consumption. That shows the value of some medical certificates we get. This is the practice. I think one of the members of the Committee suggested that they should have a medical certificate in every case even for a day's absence. The trouble is this: The doctor says: "Give me a dollar and I will write you out a prescription." In Montreal we had a very good system. We had a student on the staff who was a medical man; he had taken his medical degree. We gave him a small promotion which brought his salary up to \$1,200 and we gave him nothing to do but to examine

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the clerks in the office, so that directly a man was reported ill we packed this man off to his house at once. What happened? Our absences practically ceased in Montreal. They used to be 120 to 125 within a month, and they went down to 35. If a man was not in the office, we cut off his pay.

*By Mr. Charters:*

Q. What department was that?—A. The General Post Office. This absence is abused. There is another practice which is adopted and on which I put my foot when I was Assistant Deputy Minister. A lot of the women got into the habit of staying away one or two days every month. We put the kibosh on that.

*By Mr. Mowat:*

Q. Is that not due to nature?—A. We are not responsible for nature. If we are going to allow that, every one is going to take advantage of it.

*By the Chairman:*

Q. It is not necessary in every case?—A. No.

*By Mr. Archambault:*

Q. In some cases it is?—A. Yes.

The Committee adjourned.

FRIDAY, June 13, 1919.

The committee met at 11 o'clock, Mr. Steele in the chair.

Mr. ROBERT FOWLER'S examination continued.

*By the Chairman:*

Q. Your examination started yesterday, you have already been sworn, will you now continue your statement to the committee?

Mr. FOWLER: If you will allow me, Mr. Chairman, I would like to make one or two extra statements in regard to the Dead Letter Branch. I had such a short notice to appear before you yesterday that I had no opportunity of preparing more thoroughly one or two points in regard to the staff, and I would like to have the opportunity of putting it on evidence.

First of all I would like to state that the two best officials in the branch are third division men, and that under the existing legislation there is absolutely no chance of improving their position. One is a French Canadian, the other is an Englishman, and both of them are the most efficient servants I have come across since my connection with the service.

*By Mr. Charters:*

Q. How long have they been in the service?—A. Mr. Thomas Higgerty has been in the service for nearly twenty years and his salary is \$1,300, the maximum, in addition to that he receives \$150 bonus. He has taken charge of all the valuable matter in the Dead Letter office, which approximately means at the present time \$500,000. In my opinion he is absolutely irreplaceable for what he does.

Q. Do you know whether he is married?—A. No, sir, he is a single man 38 years of age, he came into the service young, which is decidedly the best policy.

*By the Chairman:*

Q. Before you leave that, what are the obstacles in the way of his promotion?—A. He cannot pass the second division examination; he has been in the service so long you cannot expect a man to do so.

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Q. That is his literary education is such that he cannot pass the examination?—A. In fact I doubt whether I could pass it myself without preparing for it for six months, and I am a graduate myself.

Q. Any other obstacles?—A. None at all. The other gentleman has been in the service for nearly 12 years. In my opinion he is the most efficient man in the branch. He has a complete knowledge of the work, and has the ability to bring his knowledge into effect. He understands both languages very thoroughly, and he is receiving a salary of \$1,300, the maximum, plus \$250 bonus, being a married man, and he is confronted with the same obstacle—second division examination. He has a wife and five children to support. This is a most conspicuous case, where we are not in a position to reward ability. Both these men were brought into the service by the proper channels. I mean not by political influence in any way.

Q. Unless an employee can pass the Second Division examination he cannot be promoted to any position?—A. He cannot get out of the third class.

Q. No matter what ability he has?—A. Unless we have an opportunity of reclassifying him under the reclassification, we do not know. We are absolutely in the dark. We have not been consulted at all.

*By Mr. Loggie:*

Q. And the maximum of the third class is what?—A. \$1,300. It used to be \$1,200, and was increased \$100 in the last Act of Parliament. I mentioned yesterday in regard to the number of the staff who could be dispensed with as being, not exactly inefficient, but we could do without them, and I would like to point out that twelve of these people have been dumped into that branch from some other branch. I do not say that was because they were absolutely useless, but in many cases because the other branches did not want them, and the worst aspect of that is this: that last year when legislation was introduced into Parliament and passed enabling certain clerks who had passed the old qualifying examination to be promoted beyond the third division, the two people who were promoted under that legislation were two people who had been put into that branch from other branches, therefore prejudicing the chances of those who had been there all their years of service, which to my mind is an injustice.

Q. That is, the number of promotions is necessarily limited?—A. Yes.

Q. If two new employees were promoted, there would be less prospects for the old ones?—A. I will explain to you, sir. When this legislation was brought in the Minister of Finance was not aware of the number of clerks we had in that particular position—that is the number of those who had passed the first qualifying examination—and when we prepared our estimates to cover the salaries of these people, we had to provide for 64 people, and the Minister of Finance was somewhat scared at the sight of it, and he said in discussion, "I can only allow you 32," and we had to divide the promotions between the two divisions, and the dead letter office was allowed to have so many, I think it was four, two of these were made in the head office, and the two promotions that were made were two of the people who had been brought to that branch from another branch; one case in particular where the person could not get on in the other branch, and was removed either because of dissatisfaction or some little friction.

*By Mr. Charters:*

Q. You say that twelve were dumped in from other branches; dumped in by whom?—A. I suppose they were dumped in by the Deputy Postmaster General. It could not be any one else. He would be the controlling authority.

*By Mr. Mowat:*

Q. Do you mean from another branch of the postal service or from another branch of the Civil Service?—A. Another branch of the postal service. I know where they came from. Some of these are included in the 15 that I said I could do without.

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*By Mr. Charters:*

Q. What about their ages?—A. The person whom I refer to as receiving this promotion is 53 years of age. She is a lady, and I find out from the record that her attendance is very irregular in this way; she is on duty for three days and stops away a day, comes back for another three days, and stops away for half a day. Now, my experience is that that is a more serious condition than the person who stops away altogether. She is working on a register, and it means if she is away that work stops.

Q. Have you made complaint about that?—A. No, I have not made a complaint.

Q. Why?—A. For this reason: On the 25th April I made a general complaint, as I stated yesterday, that my staff was not suitable and that there were 15 I could do without. When I went to the branch I asked for an efficient clerk whom I could train as a chief clerk in the office, but that has not been dealt with yet at all, although it was over two months ago. Since that date I have also asked for a filing clerk which is absolutely essential to the office. That has been ignored—in fact it has been refused. I have also asked for a stenographer. I understand that after a month's consideration that was granted, although I have not received the stenographer yet.

Q. You say there was no filing system in the branch?—A. No.

Q. How did you get along? I suppose the documents were piled away?—A. The documents were piled in a clerk's basket. It is in exactly the same condition as when I came into the service first in 1910, into the city branch. They had no filing system there, and in the course of a few months I opened myself 17,000 files. You cannot run any branch service unless you have a proper filing system, or any business undertaking. You cannot possibly run it.

*By the Chairman:*

Q. Supposing I wanted to get information from some correspondence which was had through the Dead Letter Branch two years ago, how could you get it?—A. I am afraid I cannot give it to you, because I understand the retiring superintendent destroyed every document he had. That is what I am informed—not at my suggestion, because I have asked for certain papers and they have been destroyed, but I know this much that when the department asked the superintendents in the early part of this year to make recommendations for promotions that in several cases the clerks who were eligible for promotion were reported as having been absent and in one case I noticed this morning 114 days, in one year, and there were several other cases where the leave of absence was nearing or just about that time. My opinion is that if a person is away for 114 days in one year he is practically useless to the office, whether absent from illness or not.

Q. Was the party ill?—A. He was ill, it was a genuine case of illness.

*By the Chairman:*

Q. Temporary illness might be overlooked?—A. Yes. I think that the superintendents of branches should be given a certain amount of latitude to run their branches, because in the branch you take the men who are efficient, if I say Mr. Landre you come back and stop till 10 o'clock to-night he would be the first man to say yes at once. To a man of that calibre if you overwork him you must give him some consideration.

Q. In relation to this matter of filing, how can you trace anything without filing? What system have you?—A. We have not any system.

Q. How can a letter or document be found?—A. We would just simply have to inquire whether any person wrote the letter. The present system is that when we write a letter and it annoys me every time I write a letter, we say to the man to whom it is written "Please in your answer send back this letter." Supposing I wrote a lawyer and got him to send back the letter, it is absurd on the face of it.

*By Mr. Mowat:*

Q. In that case he has no record to turn to?—A. He has no record, of course.

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*By the Chairman:*

Q. That is under this system we have one, two, or three, or half a dozen clerks set to searching these things, and the time of several clerks is taken up in looking up anything which, if a proper system had been adopted, would be found immediately?—

A. Yes, the system adopted is that the office is divided into several branches and each clerk has his particular class of work, and as far as I am concerned if a letter comes in we know which clerk would have to do with that particular work, and one way of tracing that correspondence is to go to him and ask him if he has it.

*By Mr. Mowat:*

Q. It is the old pigeon-hole system that was in vogue for years and under that an efficient clerk could find anything but not so quickly as under the modern system?—

A. Quite right. In a large office I think the filing clerk is one of the most important men in the office. Now in regard to the absences one of the members of the committee who is not here to-day, was suggesting yesterday, or was trying to ascertain from one of those giving evidence, I think it was Mr. Grout, as to whether there should be a board to deal with dismissals. My opinion in regard to that is that the superintendent at the present time is not endowed with sufficient authority. They are put in charge of a branch, take for instance Mr. Grout, who has a branch of nearly 300 people. He should take charge of that branch and if in his opinion a man should be dismissed or suspended let him dismiss him with the right for the man to appeal to this board against the decision. In nine cases out of ten the decision would never be appealed but in the tenth case there may be some question as to whether the superintendent is right in dismissing the official.

Q. The superintendent might have, not exactly a spite, but a dislike of the man on account of being irritated by the man's manner; the man might be very efficient but irritating in his manner, and it would be unjust for him to be dismissed because of that?—A. The same thing applies to promotion. There may be cases where the official is competent, but his manner does not meet with the sympathy of his superintendent; that man now cannot go ahead; he is lost, he has no chance whatever for promotion.

Q. I consider that to be dreadfully unjust.—A. It is unjust there is no question about it.

*By Mr. Charters:*

Q. How would you remedy it?—A. This way, there should be co-operation in the service, all promotions in the service should be decided upon and should be considered by all the superintendents and the administrative heads, the Deputy Postmaster General, and the Assistant Deputy Postmaster General, by meeting together. I am going to bring to your attention before I am through one or two cases of promotion which have been withheld and which would not have been withheld if that system had been adopted, where efficiency is now being blocked.

*By Mr. Mowat:*

Q. Do it now, will you, Mr. Fowler; it is so difficult unless we follow a thing up at the time it is mentioned?—A. I will read the correspondence. On the 6th of February last I wrote a letter.

Q. That is before you went into the Dead Letter office?—A. Yes, I was Assistant Deputy Minister at the time. I wrote the following letter:—

“February 6 1919.

“The Honourable Dr. ROCHE,

“Chairman, Civil Service Commissioners,

“Ottawa.

“DEAR DR. ROCHE,—When conversing with you on Monday afternoon last, in regard to the reclassification and promotion of employees in this department, my intention was to offer suggestions in order that those most deserving on

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account of merit, should receive recognition and stated that in regard to the reclassification and certain promotions which had been made I had not had a chance to offer my opinion. I just mentioned a moment or two ago that there was no co-operation in the department, that promotions were never considered before the superintendents and the heads of the department together. Since the 19th October, 1915, I know of no single occasion upon which the superintendents and administrative heads have met together.

"In order to impress you with what I had in my mind, I mentioned the case of Mr. Atwater, who is clerk in charge of the Enquiry Branch, and I am enclosing herewith copies of the various memoranda in regard to his case, from which you will see that his promotion had been long pressed for before it was actually granted. This man, for years, has been practically in charge of a branch and I again repeat the opinion stated in my memoranda, which opinion was held by Mr. Fiset when he was acting as Assistant Deputy Postmaster General, and which I venture to say was the opinion of all the responsible officials of this department, that Mr. Atwater should have received his promotion long before he did.

"Another object in bringing up his case was that if I had been consulted in regard to the reclassification I would have certainly submitted to the Civil Service Commissioners the strongest recommendation that the work over which he is responsible should be formed into a separate branch, and that he should be at the head of it. Before his last promotion was made, which was more than two years after it had been recommended by Mr. Fiset, and approved of by the Postmaster General in the presence of Mr. Fiset and myself, I had to personally consult Dr. Shortt in regard to this man's claims and Dr. Shortt had no hesitation in agreeing with my conclusions. Had the promotion been made at that time—and it was possible for it to have been done—and was even contemplated as shown by the draft of the report to council prepared at that time, he would have been considerably in advance of the salary he is now receiving.

"In order to illustrate how thoroughly I took up this question of promotions when an opportunity arose, I also send copies of the memoranda which took place at the time of the promotion of Mr. W. E. McEachern.

"That is the man that I have asked to be transferred to my branch.

"As I stated to you on Monday afternoon, I do not wish you to misconstrue the purport of my bringing this general matter to your attention. It was done in no antagonistic spirit and only for the purpose of assisting the Commissioners in seeing that promotions are properly made. With a great portion of the employees of this department I have had personal experience, and certain of them look to me to see that I will protect their interests.

"There are other cases in the department which I would like to be allowed to bring to your attention, but in view of certain proceedings which I understand are pending, I will for the moment ask to be allowed to defer any further remarks.

"Thanking you for the courtesy of allowing me to place these matters before you,

"Believe me to remain,

"Yours truly,

"Assistant Deputy Postmaster General."

Now this man at that time was in charge of the Enquiry Branch, he is not a superintendent but a clerk, in charge of the Enquiry Branch, and he has a staff of something like between 50 or 60 employees.

Q. Your object in referring to this special case is to illustrate the system, it is not a personal matter?—A. Yes, there is nothing personal in this matter at all, it is just the system.

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*By Mr. Mowat:*

Q. What was his salary at the time you speak of?—A. At the time I speak of his salary was \$1,700 a year.

Q. And he was in charge of 60 people?—A. Yes, and worse than that he had three men in his office getting \$2,100 a year, and these men were his subordinates.

Q. He was not persona grata with the Deputy Minister?—A. Well, I do not think he was, I do not think he was although the Deputy Minister had stated to the contrary. I am saying that he is in charge of this branch and out of 13 branches in the Post Office Department I think his branch is the best conducted of any, it is absolutely efficient.

Q. Do you know whether this is a married man?—A. Yes, he is.

Q. How many children?—A. He has not got any.

Q. Because I have before me always this latest estimate as to what is necessary to support a small family, of six, and it is \$1,640; now here is a man in charge of a branch only getting \$1,700?—A. Yes. Now with regard to women my experience with women is that they are the best workers in the service when they have children living. A woman with four or five children is generally the best in the office.

Q. Have you any such?—A. I have two, in my office. One has two children and she is a first class official. Another has two children, is about 32 years of age, and she is a first class clerk.

Q. Where is her husband?—A. Dead, both of them are dead. They are widows.

*By Mr. Long:*

Q. Have you any married women working in your department whose husbands are also in the service?—A. Not in the service. I have only one, a temporary official who is an excellent official and whose husband is living in England, and cannot support her. I was going to explain about Mr. Attwater. I think his branch is one of the most efficient in the postal service, and he, himself, to my mind, has more knowledge than any other official in the postal service, I think, inside or outside.

Q. What do you mean by all this, what is your suggestion?—A. What I mean is this, that I think where there is a case of conspicuous ability it should be recognized and should have been recognized long ago. That is what I want to impress upon the committee, and it is clearly a case of conspicuous ability; we have not too many of these men in the service and what is going to happen is this—I know what is going to happen—if this man gets an offer from the outside world he is going to take it.

Q. You are really protesting against the reduction of all to a dead level?—A. The reason I make this statement is that I think ability should be recognized.

*By Mr. Charters:*

Q. You think this system is at fault?—A. The system is at fault.

Q. What is your proposition to amend it?—A. I will just get a little further. When this man's promotion was made I personally had to go to the different superintendents and place the matter before them and ask them to withhold any recommendations for promotion, it was not me myself, but it was a recognized case of ability that should be recognized by the superintendents and men, such as the accountant, Mr. Glover, who is a very able man in the department, agreed he would make no more recommendations for promotion in this branch until this promotion was actually put through.

*By the Chairman:*

Q. This, of course, is an individual case, Mr. Fowler, which may or which may not illustrate the system. I can understand an individual case occurring. But can you give us an individual case which is the result of the system? You can understand that a man might be neglected in the promotions, but it might be for some other reason?—A. What I was going to say is this, to suggest where perhaps a case like this

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could be overcome. I was saying that if before promotions were made, they were considered by all the superintendents, who, to my mind, are all equal, they are all part of the whole organization, there are twelve of them, if these promotions were discussed before the superintendents and not left in the hands of one man who never goes into the branches, who never enters the branches at all, then the civil servants or the postal servants would have some chance of having their claims settled. Now the way these promotions are made known is after they have been made, they are made to start with and the servants themselves are absolutely in the dark, they do not know it. Supposing there is a promotion to 1-B, \$2,100 to \$2,800; no one has the slightest idea when that promotion is going to be dealt with, and no clerk, however efficient he is, has an opportunity to put in his claim.

Q. Would there be any necessity if the individual clerk were deserving of promotion for him to put in a claim?—A. No, sir, but this is the position: you take in our department where we have a staff of 800 employees and there are a number of these employees doing very valuable work, but they are never seen, they are locked up, their work does not necessarily bring them before the administrative officers of the department.

Q. But the head of the branch would know their ability?—A. Yes, the head of the branch would know their ability.

*By Mr. Mowat:*

Q. Under rule 30 of the Civil Service Commission the promotions are to be made on the recommendations of the deputy head, and in order to enable the deputy head and the Commission to judge of the relative merits of clerks recommended for promotion there shall be kept in each department a record of the conduct and efficiency of all officers, clerks and employees below Grade B, First Division. These records shall be kept on file and copies shall be sent to the Commission every six months. Is not that regulation sufficient?—A. No, that is not sufficient in dealing with promotion. You may have 50 people in an office who are all efficient, and that list would not assist you for one moment in dealing with promotion.

*By Mr. Long:*

Q. What would?—A. You have got to get the evidence first-hand from the Superintendent, but my point is this—

*By Mr. Mowat:*

Q. I would think it would be the Superintendent in that branch—that it would be the Superintendent's record of the conduct and efficiency of these people.—A. But supposing you have one promotion to give and you have 50 people who are proficient. That would not help you.

Q. You are advocating collaboration between the superintendents?—A. Co-operation in the service, and there is absolutely no co-operation in the Post Office Department.

*By the Chairman:*

Q. When a promotion is required the needs of the service should be consulted?—A. Yes.

*By Mr. Mowat:*

Q. Do you mean to say in the absence of collaboration, favouritism prevails?—A. I do not say it is intentional favouritism. It is possible for favouritism to exist, and I will tell you why. There are certain branches where the work naturally comes before the administrative heads more than other branches. Take for instance the staff branch. The Superintendent of the Staff Branch has to continually consult with the administrative heads and the same with the railway mail service. But now we will get back to the Money Order Branch, the Savings Bank Branch and the

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Accountants Branch. Those branches, though they are just as important as the other branches I have mentioned, the nature of their work does not make it necessary for the various officials to come in touch with the administrative heads. That being so, the knowledge the administrative heads get of the service is almost confined to those people they come in touch with. If there is no co-operation, well then the claims of those other men who are locked up are not advertised at all, and I think this system of promotion could be overcome if the heads of the department and the administrative heads discussed these promotions by way of a committee or a board.

*By the Chairman:*

Q. The head of one branch, however, would have little knowledge or no knowledge regarding the ability or efficiency of an employee in another branch.—A. Yes, he might have. The work of some branches interlocks with others. The staff branch, for instance, would get a very good idea of the efficiency of some of the clerks in the Accountants Branch. The Inquiry Branch, the Dead Letter Branch and the Secretary's Branch interlock—their work interlocks. They must come in connection with each other. Another reason why I suggest this co-operation is this: Supposing the Superintendent had a grudge or dislike of any particular man in his branch, that could be overcome if these promotions were considered in committee.

*By Mr. Long:*

Q. How would you reach it in committee?—A. The other superintendents could express their opinion.

Q. That would not necessarily mean a finding?—A. If the Superintendent was against an employee in an office and three other superintendents had an actual knowledge of his work and supported his promotion, the Superintendent would be in a very delicate position.

*By the Chairman:*

Q. It would tend to restrain personal antipathy?—A. Yes.

Q. You have how many branches in the Post Office Department?—A. Twelve operating branches. There are two others. The Law Clerk has one branch and the Financial Superintendent.

Q. I suppose one of the main objects of all promotions with these twelve heads would be always to get efficient men?—A. Certainly.

Q. If one drops out there would be an efficient man ready to be promoted?—A. Yes. There is another matter I would like to bring before the committee, and it is practically the same as promotion, and that is in regard to the way these special increases are granted.

*By Mr. Andrews:*

Q. How does the management of the department compare with the management of the business of any other organization? Is it vitally different?—A. If I can answer your question, by a statement made yesterday. The question was asked if the Superintendent was given the amount of the salaries to work his branch, could he work it cheaper than he could do under present conditions. Well, I would say decidedly yes.

*By the Chairman:*

Q. Have you had any experience with business concerns?—A. No, sir, not in this country.

Q. So that I presume any suggestion you make or opinion you offer would not be your experience?—A. No, but there is a good deal of common sense, even in controlling government employees.

*By Mr. Mowat:*

Q. Are you a graduate of a British university?—A. Yes, London.

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*By Mr. Charters:*

Q. You say you could cut down your 46 officials to 30 officials and perform the work efficiently and save a portion of the amounts now being paid?—A. Yes, I say I could dispense with 15, if I had 5 efficient people to do the work.

*By Mr. Mowat:*

Q. Five could do the work of fifteen in your opinion?—A. Yes, if they were efficient.

*By Mr. Long:*

Q. Of the fifteen you refer to?—A. Yes.

*By the Chairman:*

Q. You were speaking yesterday of the receipt in the Dead Letter Office of many letters containing valuables?—A. Yes.

Q. Was the system in vogue before you took charge of this that all these valuables were protected, or was it possible for some of them to get astray in the Dead Letter Office?—A. It was possible—no question about it. I will give you an example. We have in that office at the present time 50,000 letters which have been sent overseas to soldiers. They are undeliverable over there and they are sent back to this country to be returned to the sender. You would be surprised to know the number of people who enclose cash in ordinary letters without registering. Every letter now is checked. As I said before, we receive 20,000 letters back from England. Those 20,000 have to be counted over. Before the system was this: Open the letters and what letters could not be addressed, destroy them.

*By Mr. Charters:*

Q. If there was money in them?—A. If there was money in them, of course it was reported. But there was no check. For instance, I could give you a bundle of fifty letters and you might say, "Well, tear them all up to start with." On the other hand, you might open them and take out what is inside. There would be no record. We could not check whether these letters had been touched or whether we had ever had them. But we can now. We can check all of those. There is as much as \$50 or \$100 in some of the letters, just in an ordinary envelope.

*By the Chairman:*

Q. Not registered?—A. No registration, and always to be addressed of course.

Q. There is no possibility of postal notes disappearing?—A. No possibility now.

Q. Under the old system?—A. Of course any one could destroy them.

Q. Could they under the system used. Could they cash the postal orders?—A. Of course they could be cashed through a bank and then we might not get news of them for three or four months. By that time they are forgotten. A person who buys a postal note does not usually take the trouble to fill in the name of the one to whom it is going.

Q. How many of these letters are there?—A. We have 50,000 letters. I don't know how many contain valuables.

Q. I think yesterday you gave a statement as to the number of postal notes?—A. I gave a statement as to the approximate amount of valuables in letters. Last year we had about \$150,000 or \$200,000. I have not got the statement with me to-day.

Q. In cash?—A. Yes. There is another point I would like to mention. It borders on this question of promotion, that is the system in regard to granting special increases by estimates.

Q. Before you leave the other matter, have you any knowledge of any of these valuables disappearing?—A. We did have one case. We had one case before I was there and they put a decoy.

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Q. In one letter?—A. I understand there had been many letters for a long time and they put a decoy and caught a clerk—a woman clerk—right away. They had had cases before. I think this one clerk had accumulated something like \$600 though I believe they got the money back. It is impossible now under the present system. There is no chance for a leakage of any kind.

*By Mr. Charters:*

Q. How did they deal with the thief?—A. This last case was a woman and it was one of those cases where there had been a certain amount of antipathy towards her and her annual increase and promotion had been withheld. My own opinion is that her increases were withheld properly. She was getting a salary of I think \$800 and the attraction of a new dollar bill was too much.

*By the Chairman:*

Q. Where is she?—A. She is there now, but since I have been there she has turned out to be an efficient clerk. She is not dealing with valuables.

*By Mr. Charters:*

Q. Is she married?—A. No, single.

The WITNESS: I was going to refer to the question of granting large increases of salary by estimates. This system is adopted without the knowledge of even the superintendents themselves. Now, in our department, we have cases—in fact we have one glaring case at the present time where a superintendent—

*By Mr. Mowat:*

Q. In your branch?—A. No in the department—where a superintendent is picked out to receive a salary of \$1,000 a year more than any other superintendent. Now this system seems to be almost peculiar to our department with the exception of the Finance and—I don't want to criticise—but the organization of the Finance is clearly different to the Post Office Department. The system adopted is this: A man is picked out who is given this increase and nothing is known or heard of it until the printed estimates appear. It is a recognized fact that once an item is in the printed estimates it is going to go through.

Q. Known by whom?—A. By the other superintendents.

Q. What business is it of theirs—to give them an opportunity to go around and kick about it?—A. No. The Civil Service Act fixes the salaries of men in various departments of the service. For instance, the maximum salary of a 1A clerk, who is a superintendent, is \$4,000 a year. Suddenly one man is picked out to receive \$5,000 a year.

Q. By whom?—A. It must go through the Deputy Minister. No one else knows anything about it. No one else is consulted about it. When I was an assistant-deputy minister I was never consulted about it.

*By Mr. Charters:*

Q. Are there such cases?—A. Yes, there was one of an increase from \$4,000 to \$5,000.

Q. How long had he been in the service?—A. I think about 30 years.

*By Mr. Mowat:*

Q. Perhaps he is a man similar to Mr. Atwater and should be given special treatment?—A. No I did not suggest Mr. Atwater should be given special treatment.

Q. I thought you did state that when a man shows special ability there should be a system of giving special preferment?—A. Yes, within the provisions of the Civil Service Act. We come into the service under the Civil Service Act and we know to what we can aspire. A man is appointed superintendent of a branch, it does not

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matter what branch, and it is recognized that he is getting to the top of the tree, as being the most suitable person to deal with that branch of the service which is part and parcel of the whole organization.

Q. Would that appear in Parliament in the statutory form of estimates as an increase in the salary of Mr.——Notwithstanding anything in the Civil Service Act?—A. Of course the estimates form part of the Supply Act and that is an Act of Parliament itself.

Mr. MOWAT: I see that every year.

The WITNESS: And the Civil Service Commission is not consulted about it.

*By Mr. Mowat:*

Q. Is not the reason for it that they want to retain some specially good man in the department?—A. No. That is not done to retain a man.

*By Mr. Charters:*

Q. How do you know?—A. Well I know in this case.

The CHAIRMAN: It might be in this case——

The WITNESS: I am not talking against the man. He is Mr. G. C. Anderson, of the Mail Contract branch. He is a very good official, no doubt about that. Let me explain. He has a branch containing somewhere around 30 or 40 employees. So far as the chief is concerned, it is one of the smallest. His duties are absolutely defined by Act of Parliament. There is no question of discretion at all. They are defined by Act of Parliament—to do this or to do that. The Act of Parliament states that every contract amounting to over \$200 a year must be given to the lowest tenderer. There is no discretion in that.

*By Mr. Charters:*

Q. Is it not a fact that his branch is doing as much work with 30 officials as yours is doing with 46?—A. No, I don't think so.

Q. Could he cut down his branch the same percentage?—A. Of course he might. I know some of his staff——

*By Mr. Mowat:*

Q. You know there are men holding these contracts who are giving them up because they are not profitable and the branch has to hunt around to get somebody to take their places?—A. Well, take for instance the superintendent of the staff branch. Why there is not a man in the service who has more work of an important and discretionary nature than that man has to do at the present time, yet he has to get \$1,000 a year less than another superintendent.

Q. You mean to say it creates a feeling of jealousy and of discontent?—A. It is looked upon in the department as a case of favouritism. Take for instance the accountant. He has to deal with the revenue of something like \$24,000,000 and an expenditure of \$21,000,000. A man who has to attend to an expenditure of \$21,000,000 in small amounts of 50, 100, and 150 dollars—it seems to me that that work is just as important as going around to get men to take contracts.

Q. What does the accountant get?—A. He gets \$4,000, \$1,000 less. The reason of my mentioning this is because I myself was given an increase in this particular way. I want to explain why it was done. When I was appointed assistant deputy minister, the minister offered me an increase in salary. That was on October 1, 1915. I declined it at the time. I told him at the time that the proof of the pudding was in the eating. A year afterwards, he told me that he would increase my salary to the maximum—that was \$4,000—in consideration of the duties I was performing. It was to be put in the estimates, in the supplementary estimates. On December 29 Mr. Casgrain died before the estimates were presented. Before this I had been approached by the superintendents themselves, some of them suggesting that my salary should

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be put to the maximum in view of the work I was doing. That being so, I consulted most of the superintendents before I took any action to see whether it would meet with their approval, and, when it did meet with their approval, I thought I was warranted in asking for the increase. But instead of putting the increase at \$4,000, as I should have done, I put it at \$3,500. Now, if the same course were adopted in granting these special increases, then I think we would be more satisfied in the department. We know who are the men of ability in our department. There is no question about it. Men who have been in the service for 40, 45 and 50 years know who are the men of ability.

*By Mr. Charters:*

Q. Don't you think it would be wise to leave to the superintendent of each branch to decide who is entitled to the maximum?—A. No; but if the suggestion is made to increase the salary of one superintendent who is a specially able man, I think those who are equally able should know what is going on.

*By Mr. Mowat:*

Q. Suppose you were promoted to the position of Deputy Postmaster General, would you think that your superintendents of branches should have a say as to who is to be promoted?—A. I think they should be consulted.

Q. I venture to think your ideas would change if you were in another position?—A. No, I don't think so. My whole idea in the Postal Service is co-operation.

Mr. LONG: Giving up your ultimate say in a matter of that sort would, you think, be more than compensated for in the additional harmony among men working under you. Instead of being sniped at, you would be assured that they would give you assistance and your department relieved of much criticism?

The WITNESS: About the present system. One branch does not know what the other is doing. We never get into touch with each other. Any one who has knowledge of the Postal Service at all must see that each of these branches could collaborate at some time. They are systems of work of the general postal system. But they do not. It is practically a system whereby it is a one man department. That is all there is to it. I am not making an attack, but I think the system is wrong. The men who have had increases in salary are most deserving people. But they cause friction and ill-feeling. The superintendents themselves are afraid to open their mouths. They are absolutely cowed to such an extent that they are afraid to say anything.

*By Mr. Charters:*

Q. They might give up their jobs?—A. They might do that.

Q. There are plenty of jobs for capable men?—A. I don't think so. Not every man can get \$3,000 or \$4,000 a year.

Q. The fact that they remain is evidence they are satisfied?—A. No, I don't think so. My experience is this. In the outside world sometimes, there is a certain amount of prejudice against the government official. But we have in the service some very able men and the very able men have to suffer for some of those not so able. I mentioned one case in particular to-day.

Q. How many years have you been in the service altogether?—A. Ten years.

Q. How many men have been dismissed, to your knowledge, for any cause whatever?—A. I could not tell you exactly. I never hesitated to dismiss a man if it was necessary.

Q. How many men left the service?—A. It is impossible to say.

Q. Not a considerable number?—A. I don't think so.

The WITNESS: I would like to say—of course you are not dealing with the Outside Service—but the same system of co-operation affects the connection between the Inside Service and the Outside. We have no co-operation between the Inside and Outside.

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The CHAIRMAN: Just omit the Outside Service.

The WITNESS: What I was going to suggest was this: I don't know whom you are going to call, but perhaps you would call Mr. Attwater because, from the Post Office standpoint, he is one of the brightest men in the service.

*By the Chairman:*

Q. Has he any knowledge of the general work of the department?—A. Oh, yes.

Mr. JAMES WHITE, Assistant to Chairman of the Conservation Commission, sworn:—

The WITNESS: It would be interesting if I set before the committee the difference between the Conservation Commission and the remainder of the Civil Service. When the commission was organized in 1910, Sir Clifford Sifton, of course, was chairman, and as such drafted the enabling Act establishing the commission. As you all know, he was for ten years Minister of the Interior and he had experienced the difficulties which were encountered by every minister in the conduct of his department; and, in drawing up this enabling Act, he endeavoured to avoid, so far as possible, those difficulties and to obtain for the commission powers which would enable him to carry on the work with the maximum efficiency at the minimum cost. One clause which he inserted in the Act permitted, and empowered us, to engage for any special investigation such assistance as we might require, such employment to terminate upon the completion of the investigation. This is the most important and valuable clause in the Conservation Act. The Civil Service Act of last session, however, has practically repealed that. We now have to go to the Civil Service Commission to engage our assistants, technical or otherwise. In outlining the work of the commission of course, we broke absolutely new ground. It is absolutely unique organization. There is no other organization similar to it in the world. There are conservation commissions in certain of the States of the United States, but they are of an entirely different character. With our commission, no commissioner receives any salary.

In blocking out the work of the Commission, Sir Clifford Sifton decided it would be possible to establish seven committees to take up the various branches of work, six in connection with natural resources and the seventh which was called the Committee on Press and Co-operating Organizations. There were committees on fisheries, game and the fur-bearing animals; on forests; on lands; on minerals; on public health; on waters and water powers. Then it was necessary, so far as possible, to secure expert advisers. Sir Clifford Sifton laid down the general principle that we would have a very small staff of experts, that we would not take experts from any department of the government service. This was for several reasons. One is that when a man is in the Civil Service for a long time, he is apt to get in a groove. Again, if you take a man from a department and that man turns out to be very efficient, the department would naturally claim that we had crippled their work. Therefore we adopted the principle of appointing experts who were young men, at a reasonable salary, young men who had a reputation to make and were full of energy. That, I think, is one of the reasons why we have been able to achieve such results with a very small vote. Now, we did not give these experts a large staff of assistants. When I say that, I will explain. If you have a man in the First Division, he is apt to expect so many men in a lower division to help him, and so the thing goes on like a pyramid with the head of the branch at the top. We decided that, in our work, we would employ a considerable number of clever girls because we could get them for a more moderate salary—girls of as great ability as we could get hold of, to take the drudgery off the men. It was made clear to these experts that they could not expect to get a large number of male assistants. That plan has been carried out. To-day our experts have no men to assist them except for special work.

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*By Mr. Mowat:*

Q. Are the girls graduates of universities?—A. Some of them. Some of the cleverest girls we have are not graduates. My private secretary is not a graduate and she is one of the cleverest girls I have ever met.

Q. What is her salary, \$1,200?—A. \$1,850, but we have very clever girls to whom we only pay \$1,200.

Q. Your department differs from the ordinary departments in that you have scientific men of special knowledge. Since the establishment of the Civil Service Commission, have you found that it has deterred you in the conduct of your office?—A. I won't say it has deterred us. But it is much easier to sit down and write to a man and say "Will you accept the position of Assistant Forester at \$1,200 per annum?" than to go to the Civil Service Commission, because the position is then complicated by having to advertise. It is far more satisfactory for the head of the branch, supposing he is the right man for the position, if he can look around quietly and decide who is the best man for the vacancy, find out by making inquiries and personal investigations. In the last analysis, the results you obtain and the efficiency you obtain depend largely upon the men at the top. We have gone largely on the principle of giving our experts practically a free hand. We say, Mr. A—, you are expected to do certain things. You will have all the support you can reasonably expect within the limits of our financial resources and we expect you to make good. We put the responsibility upon them. We say: "If you don't make good then we will bring you to time." Of course this clause in our Act enabled us to pick all those men; and when a special investigation was completed as, for instance, fur farming, we let them go. Again, we established 32 illustration farms throughout the length and breadth of the country and when we had results we turned them over to the Department of Agriculture because they could carry on more illustration farms in one province than we could in the whole Dominion.

*By the Chairman:*

Q. In other words you decided upon the system and after you found it of value turned it over to the Department of Agriculture?—A. Exactly. Our intention is not to administer. It is to advise, investigate and inform. Having done that, we turn the system over to the Minister of the department. We investigated fire wastes. We demonstrated that the situation was exceedingly bad. Our record in Canada is the worst in the world. Having aroused interest throughout the country, we then transferred our investigator—we only had one man—to the Department of Insurance. He is now carrying on administrative work throughout Canada. We also commenced our town planning work and we engaged Mr. Thomas Adams who stands at the head of his profession in the English speaking world. Now that the Government has appropriated \$25,000,000 for housing, Mr. Thomas Adams has been transferred to the Housing Committee of the Cabinet and is carrying on that office in connection with the adjudication and the passing upon of the plans of houses for the Housing Committee.

*By Mr. Mowat:*

Q. How often did the Fisheries Committee meet last year?—A. Last year they met immediately following the annual meeting, on the 21st and 22nd of February.

Q. I suppose they only really meet once a year?—A. Practically so.

*By Mr. Loggie:*

Q. Who is the commissioner for New Brunswick on fisheries?—A. The Honourable Dr. Smith. He is the ex-officio representative of New Brunswick. The members of the committee have also to be commissioners. No one is on the committee who is not a commissioner, which, of course, to a certain extent limits—

[Mr. James White.]



## APPENDIX No. 6

*By the Chairman:*

Q. Many of the appointments to the Commission are made, are they not, in regard to the position held by the appointee. What I mean is that Lieut. Governors and so on are appointed. They are not always selected for their interests in or knowledge of the work?—A. Perhaps I should go back and explain. The enabling Act provided that the Governor in Council could appoint 20 commissioners by Order in Council and that there should be 12 ex-officio members of the Commission. The 12 ex-officio members are composed of the Minister of Agriculture, the Minister of the Interior, and the Minister of Fisheries for the Dominion, and also the Minister for each province who is entrusted with the care of its natural resources. Now, in most cases, that means the Minister of Lands. We have no choice in regard to those ex-officio members. They are there by virtue of their office. In electing members, they appointed 2 from Nova Scotia, 2 from New Brunswick, 1 from Alberta, 1 from Saskatchewan, 1 from British Columbia and the remainder divided between Ontario and Quebec. The Act also provided that where there was a university in a province, there must be one university representative. As a result, one of the representatives from Nova Scotia is Dr. Howard Murray from Dalhousie University; Dr. C. C. Jones is a member as Chancellor of the University of New Brunswick; Quebec representatives are Mgr. Choquette of Laval, Dr. Frank Adams of McGill; from Ontario Sir Edmund Osler, Governor of Toronto University and Sir Sandford Fleming up to his death represented Queens. Dr. Rutherford, dean of the Faculty of Agriculture of Saskatchewan, is from Saskatchewan and Dr. Tory is from the University of Alberta. In British Columbia, up to a recent date, they had no university and Mr. Babcock, following the death of Mr. Hendrie, was appointed for British Columbia.

*By Mr. Mowat:*

Q. The Commission really only meets once a year?—A. The Commission only meets once a year except occasionally.

Q. Does any branch meet more than once a year?—A. No, except occasionally.

Q. Between you and me, I don't think the Commission is taken very seriously by the country. I think that they look upon the whole work as being done by the permanent officials?—A. The work must be done by the officials. How could you ask the Commission to meet often. To come down to a concrete case, how could you ask Mr. Babcock to leave his work in British Columbia and travel to Ottawa—

Mr. MOWAT: I would not ask him.

The WITNESS: Unless it was something of very vital importance. We have had committee meetings which were in the nature of conferences. The Committee on Fish and Game were anxious to have a meeting last Autumn, but we pointed out to the chairman and to the members of the Committee that it would involve their leaving their homes and travelling to Ottawa possibly at a time which would be inconvenient to many of them. It would also have involved considerable expense. We suggested to the Committee that it would be better to have a wild life conference immediately following the annual meeting when the maximum number of the members of the Committee would be in Ottawa and at a time when it would be most convenient to members of the Commission. They fell in with that idea. We had the conference. We asked the provincial governments to send their chief game guardian and other officials. We asked the Fish and Game Associations in Canada and the other Associations interested in fur-bearing animals. It was held as a joint conference under the Commission of Conservation and the Advisory Board of Wild Life Protection.

*By Mr. Loggie:*

Q. What department has charge of protecting wild game?—A. Up to a recent date, the Government did practically nothing. Now it is under the Department of the Interior.

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Mr. MOWAT: I desire to speak with the utmost respect of the members of the commission. But it seems to me they don't do much harm and they don't do any good.

The WITNESS: The way I look at it is this. The voluntary associations in the United States lasted from 1909 virtually to 1914. In November, 1914, what happened was exactly what I predicted from the beginning. They had a meeting at Washington and went up with a big row and practically dissolved. They have been moribund ever since.

*By the Chairman:*

Q. You spoke to us of illustration farms, housing and forestry. That work is largely finished I presume?—A. Oh, no, sir.

Q. You have handed over the illustration farms to the Department of Agriculture. You have made investigations regarding forest preservation and fire ranging. Tell us what work you are engaged in now. Take illustration farms—

Mr. LONG: You made reference to forest fire jurisdiction and so forth. I would like to bring up this point. We have had tremendous forest fires in the northern part of Saskatchewan. There was never anything like them in the past. Would it not be relevant to the discussion to bring that to your attention and ask you to give it consideration?

The WITNESS: It certainly would.

Mr. LONG: I would like to do that. That fire swept across the entire northern part of the province and there is very little standing spruce now remaining I am informed.

The WITNESS: That of course creates a very serious situation because Saskatchewan has much more spruce than Manitoba for instance. If you will pardon my going back to your first reference to illustration farms. After we finished that work, we transferred our illustration farming expert to the Department of Agriculture. Then we looked around the field of better agriculture for another opening. Dr. Robertson, who is chairman of our Committee on Lands, suggested that we make an investigation of what you might call the typical county in Ontario. We selected Dundas as representing the maximum advantage. Since that time—it was in the year 1914 when of course we were forced to curtail our operations owing to reduction in our vote—since that time we have been making investigations in that county to ascertain the exact situation. We wanted to ascertain the reasons for the migration of the farmers from the farm, what could be done to get the farmers back on the farm, what could be done to increase our agricultural output. What we wanted to do was to study the whole question in all its phases and to ascertain why the farmer was leaving the farm and how that could be cured. We wanted to see what could be done to remedy that condition of affairs. That is the work we have been carrying on. We have also been carrying on work in that particular county in connection with the teaching of agriculture in country schools. When we began, agriculture was taught in three schools I think out of 78. In two years we induced them to introduce the study of agriculture into all 78. To my mind, one of the worst defects about our educational system is that we preach the system of uniformity. To my mind, if a school is situated in a community which is essentially a manufacturing community, I think the children in that community should be given—I won't say a course—but that the fact should be borne in mind that a large proportion of them will eventually take up manufacturing as a means of livelihood. I hold that in the country the schools should teach agriculture and so on, and I think, if it is taken up in this way, you will do more to interest children than almost any other method.

Mr. MOWAT: That is done largely in Saskatchewan now.

Mr. LONG: Yes.

The WITNESS: If I might pass on to the question of forests. At the present time, our output of paper and pulp will probably aggregate about \$180,000,000 for the year.

[Mr. James White.]

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Now, in the United States, when the paper mills commenced operations they, of course, like all lumbermen—in almost every case the cruisers reported far more pulpwood than actually existed. The pulp and paper companies counted upon 12 and 13 cords per acre even. They have got 3, 4, and 5. If all the pulp and paper mills in the New England States and the State of New York were worked to capacity for about 12 years they would cut every stick of spruce and balsam in those States. They would absolutely denude those States. As a matter of fact, the pulp and paper companies are faced with a serious situation. Many invested 8, 10, and 12 million dollars. They counted on very large supplies of timber to cut from. In fact, that the annual increment of growth would enable them to continue operations for a long time. They now find that they are absolutely wrong and some of them find that they are face to face with ruin. They have not set aside an amortization fund. Had they had a correct idea of their resources they would have been able to have a large amortization fund.

*By Mr. Mowat:*

Q. Amortization for what purpose?—A. For all expenses on those plants. A pulp plant is a very expensive proposition indeed. And they vastly over-estimated the annual increment of growth. The annual increment of growth is not nearly so great as anticipated.

Q. Have you records which would give information of that kind?—A. The Laurentide Company which is operating on the St. Maurice approached us with reference to co-operative arrangements whereby we could operate on their lands and study conditions which existed there. Under the arrangement we were to pay half the cost of investigation. That arrangement was in operation for three years. The Riordan Pulp and Paper Company asked us to enter into a similar arrangement with them for their limits on the Rouge river and it was in operation for two years. The Abitibi Company in Northern Ontario also asked us to enter into such an arrangement. This is now in operation and we have our men on their limits.

*By the Chairman:*

Q. What is the nature of the arrangement?—A. We send our men there on their limits to make a study of typical areas.

Q. Why should the Government be at the expense of investigating private property?—A. Because if we were not investigating the Laurentide limits and the Riordan and Abitibi, we would be investigating limits somewhere else and we should have to pay the whole cost.

Q. You are getting information which is essential for the Government?—A. We are getting information which is essential, which is absolutely basic to the continuance and the life of the whole pulp and the paper industry; and I say that I think it is one of the most important questions which is facing the forest resources of Canada to-day.

Q. You are getting the advantage of your investigations, and they are getting the advantage of their investigations?—A. They don't as a rule put up actual money. They pay their own men and keep an account of the expenditure. If we expend more than they do, they give us the difference.

*By Mr. Long:*

Q. How are these accounts published?—A. They are in the Auditor General's report.

Q. When you put men to work on the property of a private company, they gain the benefit of the Government investigation. It appears to some people that you are giving them a little more assistance than perhaps would be justified if you placed a greater value on their individual effort. I am not criticising. But we have to explain these matters?—A. But if they did not come forward with their offer, we should have to meet the whole expenditure.

[Mr. James White.]

*By the Chairman:*

Q. You consider then that this information is of importance?—A. Not only that, but we are enabled to carry on investigations in two typical areas, where, otherwise, we should only be able to carry on one. The Geological Survey, for instance, send parties out all over the country. If some one in Alberta or British Columbia, for instance, would be willing to pay one-half of the cost of a party working on say a certain mining area, then for the same expenditure of money you could have another party working somewhere else. As it is the Geological Survey pays the whole cost. Our funds are so limited that we have to try and make the vote go as far as possible. We have arrangements with three of the largest pulp companies. Of course we would not undertake in any event to go on all limits. We selected these as typical. We took the St. Maurice as being typical of central Quebec. Then we took the Rouge river as being typical of the central western portion. Then we took the Abitibi as typical of the portion lying north of the height of land. In the St. Maurice valley, they have a mixed forest of spruce, balsam, birch and hard woods. Now in the days before white men went there, the forest consisted of immense pines towering above the hard woods. The pine has absolutely disappeared. These pines stood 90 and 100 feet high. Then the spruce and balsam projected above the hard woods. The lumbermen cut out the large spruce and balsam and the hard woods commenced to grow over the gaps. Then came the serious situation. There was too much shade and the hard woods cut out the spruce and the balsam. Thus the pulp and paper men who had counted on reproduction found that they were not correct. They cannot sell that hard wood at cost. Something must be done or else it will simply become a hard wood forest which is of no present value to the country as a whole. The trouble is how the forest is to be penetrated. Eventually, although done at a loss, it may be necessary to lumber the birch. Then again the question is: how does the closing in of the hard woods affect the spruce and balsam. If we cannot expect continuance of spruce, can we expect continuance of balsam. We made experiments to find out how far heart rot had gone. We found in some cases that it did not extend very far and among the balsams could be cut and the sound portion of the lumber left.

*By Mr. Loggie:*

Q. How long do you think the pulp will last in Canada? Have you any estimate?—A. No, it is impossible. We have made a survey of forest resources in British Columbia. That was published the other day. We sent a man into Saskatchewan, and he made a report.

Q. Was anything done in New Brunswick?—A. No. Nova Scotia was done in 1910 and 1911. We are now commencing in Ontario. That work has been held up because the officer in charge of it, Mr. Craig, was deputed in connection with the production of Sitka spruce for aeroplanes. We found out that there was approximately fourteen billion feet of aeroplane spruce in the province of British Columbia. We approached the lumbermen. We had access to cruisers covering 66 per cent of the areas under license. We loaned Mr. Craig to the Imperial Munitions Board and he went to these lumbermen and said: "This is confidential information. You have so many thousands of feet of aeroplane spruce. Will you put a man on these limits and cut it for us? If not, will you sell the right to some one else?" Then the British Columbia Government passed an Order in Council providing that where a man refused to cut Sitka spruce, men could be put in and the spruce would be lumbered for him and he would be paid at a fixed rate. The result was that we were saved a very serious situation. Although we had fourteen billion feet of aeroplane spruce in British Columbia, one year more of going under war conditions would have probably exhausted all the available supply of aeroplane spruce. Still we only cut twenty-one million feet. We cut trees that were 500 and 800 years old, trees which will probably never be reproduced. The waste in cutting aeroplane spruce is enormous. In southern

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British Columbia it does not form 10 per cent of the forest. In that section there is not 10 per cent suitable for aeroplane purposes and, when cut, if left for a short time in that climate it becomes blue and marked.

*By the Chairman:*

Q. It is then useless for the purpose?—A. It is useless for all purposes except for common lumber, lumber of a low grade, and you could not afford to pay freight on it.

*By Mr. Mowat:*

Q. What became of that unused stuff?—A. They sold as much of it as they could but there was no market for anything like the whole of it. As I say, when it became all blue you could not sell it at all.

*By Mr. Charters:*

Q. How long has your commission been in operation?—A. A little over nine years.

*By Mr. Mowat:*

Q. We have heard a number of deputy ministers and heads of departments and have tried to get an explanation of the enormous percentage of absentees on compassionate grounds or on the score of illness?—A. We have been operating under exceptionally favourable conditions. We have in our hands the power of dismissal so far as the temporary staff is concerned. Now if I found that any clerk was abusing his leave of absence, I watched until I was absolutely certain, then I said "Your employment terminates at the end of the present month."

*By Mr. Charters:*

Q. Did you have many?—A. I say if you wish to enforce discipline, the two primary things are, first, power of dismissal, and secondly, exercise it when you are absolutely certain you are right. You only want to make an example of one or two. I have dismissed I suppose not more than five or six.

Q. Out of how many?—A. That would be very hard to say.

Q. What is your staff now?—A. Roughly I think 42.

*By Mr. Mowat:*

Q. You believe in giving the head of the department the right to run his department?—A. Most emphatically. If you have the right man at the head you have efficiency.

Q. You would give the right of appeal I suppose?—A. Certainly. But the head wants to feel that no consideration, except consideration of justice, will put that clerk back.

The committee adjourned.

MONDAY, June 16, 1919.

The committee met at 11 a.m. o'clock, Mr. Steele in the Chair.

Major STANLEY B. CORISTINE, SWORN:

*By the Chairman:*

Q. What is your position in the Civil Service?—A. I am a Commissioner of the Board of Pension Commissioners, and also acting as secretary for the time being.

Q. Since when?—A. I was secretary since May, 1917, appointed Commissioner in February, 1919.

Q. Were you the first secretary?—A. I was first secretary.

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Q. You have been with the Board ever since its organization?—A. Not since the organization of the Board. The Board was organized in September, 1916, and I was appointed secretary in May, 1917.

Q. Are you familiar with the methods adopted in the organization? Can you give us some statements as to the methods used in the organization of the Board?—A. I think so, sir.

Q. Have you a statement prepared? If so we will receive your statement first?—A. I have not a statement other than that which has been already submitted. I think you have a copy of the staff, and I have also statements in regard to various matters, which I thought probably you would ask questions about, and I could try and answer them.

Q. Tell us the general plan of organization, enumerating all branches, etc.?—A. The Board is composed of three commissioners. To assist them there is a secretary. He acts as the mouthpiece of the commission, transmits orders, and looks after, generally, any correspondence. He has charge of all the correspondence going out from the Board. There is in addition a director who has charge of the organization and of the work.

Q. Who is the director?—A. Mr. Archibald. He is legal adviser, and also acting as director at the present time. The staff is divided into branches composing the paying staff, the staff which pays the pensions, and the medical staff which looks after disability pensioners, men who have been disabled for years, and the branch which we call the Claims Branch, which looks after dependents of those who are called overseas. These branches of course are divided up again into other branches.

Q. You have some other branches; the Secretary's Branch, for instance?—A. Yes. The Secretary's Branch does the correspondence, looks after all the correspondence, under the direction of the secretary. Then we have a branch which is called the District Branch. That looks after a number of offices which are scattered through the country for the purpose of keeping in touch with the pensioners, to investigate claims and to assist pensioners in every way possible, or applicants for pension, explain regulations, and so on.

Q. These branches are officered how?—A. What do you mean by that? There is a head official in each branch.

Q. Who is held responsible?—A. Who is held responsible?

Q. For the work of the branch?—A. Of the branch concerned. He is directly responsible to the director. The director is responsible to the commissioners through the secretary.

Q. On whose recommendation, can you tell us, was this plan of organization adopted?—A. Well, last fall, the then Chairman, Commander Ross, felt that re-organization of the organization was necessary.

Q. A re-organization?—A. Yes.

Q. Can you go back and tell us about the original organization?—A. I can tell you that, sir.

Q. In the first place, was the organization of the Pension Board brought under the Civil Service?—A. No, it was not.

Q. And it was an independent organization?—A. Perhaps I had better go back and say that up till September, 1916, Canadian pensions were administered by the Pensions and Claims Board, which was a Militia Department organization. The Government apparently felt the need of creating a separate organization for looking after C.E.F. pensions, and decided on the Board of Commissioners at that time. They appointed Commander Ross, Major Todd, and the late Colonel Labatt as Commissioners in September, 1915. Commander Ross at that time brought up a gentleman called Kerr, who was a chartered accountant of considerable experience in Montreal, and he organized the Board at that time. It was very much along the lines that it is now, but it was naturally much smaller.

[Major Stanley B. Coristine.]

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Q. Can you tell us if Mr. Kerr had any experience in organizing offices?—A. I am not in a position to say very much about that.

Q. I might say that the object in asking these questions is this: Here is a Pension Department, so to speak, organized apart altogether from the Government or from the Civil Service Commission, but organized, I understand, by a business man. We want to get on to the methods employed with a view to ascertaining if any methods were adopted and followed which might be followed to advantage under the Civil Service. This man was a chartered accountant?—A. Yes, and I think Commander Ross had had experience with him in his own business, the Dominion Coal Company, at some time, or his father, Mr. James Ross. I am not certain of that, but I imagine that is how he knew of him, so he organized, as at that time. When I came in in 1917 I was given to understand by the Chairman that in addition to my duties as secretary, I would be expected to act in the capacity of general manager of the organization. To all intents and purposes it was possible at that time, because the staff consisted of approximately 250 people. It was a very much smaller thing than it is now. Our casualties had been pretty light, and there was a relatively small number of things to attend to.

Q. What experience had you had previously?—A. I am Vice-president of James Coristine and Company in Montreal. I do not know that that is any great asset, but my training had been with James Coristine and Company.

Q. What line of business?—A. Wholesale furs and hats, and so on. I had also been dealing with office buildings, the management of buildings, and so on.

Q. Had you been in charge of a large office staff?—A. A comparatively large office staff, yes. As I was saying, we carried on along these lines until last fall when, as the work grew, we found, particularly in the pay end, or the accountancy end of the organization, that we were beginning to slip a bit. Commander Ross took a trip to Washington to look over the American system of paying their war risk insurance, pensions and so on.

Q. That had not been done previously?—A. Major Todd has often been down, but no result had ever accrued. While down there, Commander Ross got in touch with a man called Bailey. I engaged him to come up here. He calls himself a mechanical and efficiency engineer, and he had been employed with the War Risk Insurance Bureau in Washington, in organizing them. Commander Ross engaged him on a nine months' basis, that was to come up for three months, with the privilege of going back from time to time, as he had not finished his work there, and give us a straight six months to reorganize. Mr. Bailey, as the result of conversation with myself and Mr. Archibald, has evolved this organization as shown to-day. I am sorry that I did not bring a chart down; I thought of it after I got here. I can let you have a chart showing the organization principles perhaps better than I can explain them.

The CHAIRMAN: You might send it.

WITNESS: I will send it down.

*By the Chairman:*

Q. There were some modifications made in the original organization by Mr. Bailey?—A. I would rather say that there were additions made; they were spread out. Our staff has grown so, and the volume of work has grown so, that it is practically impossible for the secretary, as I told you before, to act as general manager. It was impossible for me to get round all the branches every day and see how things were going.

Q. So that up to the present you had Mr. Kerr, who originally organized?—A. Yes, and when he completed that organization, he handed it over to me.

Q. You acted as general manager, so to speak, for a time and now we have Mr. Bailey?—A. Mr. Bailey came in October or November last. His time is up in

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August next, and the Commissioners advised him the other day that his sphere of usefulness had pretty well ended.

Q. At any rate he has been here for some months re-organizing?—A. He has been here re-organizing. While we are on that point, you mentioned that we were free from the Civil Service control and regulations. That applied only to February 12 or 13, 1918, when we were brought under the organized Civil Service by Order in Council.

Q. Have appointments been made to the staff by the Civil Service Commission since that time?—A. They have been made in all cases. In some cases where the Civil Service Commission had not on their list suitable people, we have been able to make recommendations to them, but in all cases the recommendations have been made by them.

*By Mr. Charters:*

Q. How many permanent officials have you?—A. For the purposes of leave, they allow us to list those persons whom we consider permanent ourselves. The way we used to do before coming under the Civil Service Commission was, we engaged a person to work for us; we kept him or her on a period of probation for some months to see whether they would make good. At the completion of that period, they were either confirmed in their appointment, or let out. We have a number, two hundred odd, I think, whom we consider permanent clerks, and who had engaged with us on the basis of being permanent clerks. Coming under the Civil Service Commission, it was rather difficult. They were not in a position to confirm our arrangement with these people. What they have done in the meantime is, they have allowed us for the purposes of vacation and so on to consider these people as permanent, but for Civil Service purposes our whole staff is classed as temporary.

Q. About how many are there on your total staff, permanent and temporary; those that you class as temporary now, and those that are classed as permanent?—A. Roughly about two hundred and fifty permanent and the balance temporary. I think that since February, 1918, we have not considered anybody as permanent.

Q. All appointments now being made are through the Civil Service Commission?—A. Yes.

*By the Chairman:*

Q. At the request of the Commissioners?—A. In some cases.

Q. No appointments are made except as asked for by you?—A. We notify them if there are any vacancies and we require any persons.

Q. So that the Board is really responsible?—A. Yes, for the personnel.

Q. Are all the employees on this staff?—A. Yes.

*By Mr. Charters:*

Q. Are your hours the same as the other departments?—A. Yes, sir.

Q. What about the general work? What about punctuality? Do you get your people at the office at 9 o'clock or half past nine?—A. Very close tab is kept on them. I think we were the first department to install time clocks. These time clocks are checked up very carefully every day. A card index of the staff is kept, and the transfer is made on these index cards of every employee late or absent without leave. I cannot tell you how many lates it is, but after so many lates there is a deduction of pay made. I have not the actual number of times before me.

Q. What about the general efficiency?—A. To be perfectly frank, I do not think the efficiency all through is as it would be in an office organization. I would not be so well satisfied in an office.

Q. What is the cause of the inefficiency?—A. I do not know. I have tried to fathom it.

Q. It is not age?—A. No, not age.

[Major Stanley B. Coristine.]



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Q. And not illness?—A. No, although I think possibly there is more illness, especially amongst the female staff, than there would be in my experience in business.

Q. This is a comparatively new department in that portion of the service which has been running on from year to year for many years. We all understand that it is difficult to have just as good service as if you were organizing anew. Your department is new, and you should have young people, comparatively, and capable people. Why have you not?—A. I would not have you infer from what I have said that our people are all incapables. We have good, bad and indifferent, of course. I do not know whether it is permissible, but my late chief felt he could not secure the efficiency that should be provided when we were put under the Civil Service Commission.

Q. He felt that there was greater efficiency before you went under the Civil Service Commission?—A. Yes. Is it permissible to discuss Commander Ross?

Q. Yes, go on.—A. When Commander Ross came here in the first instance, his story is that he had been promised that he was to have an absolutely free hand to run the organization along business lines as he considered necessary. When he was in England, in December, 1917—February, 1917—he received word that, by the passing of an order in council, he had come under the working of the Civil Service Act, and he immediately cabled to the Premier protesting very strongly.

Q. You said February, 1917, is that correct?—A. February, 1918, he went over in December, 1917. But the Government did not consider that it could make an exception to our department, and the commander left. He wrote one or two strong letters stating that he considered our efficiency was going down  $2\frac{1}{2}$  per cent per month.

Q. Because of the action of the Civil Service regulations?—A. Yes.

Q. In the first place the head of the department had the right to hire and dismiss?—A. Or the deputy. The Commissioners themselves hired and dismissed.

Q. And having that power they were able to secure better efficiency?—A. Yes.

Q. Than they have been able to secure since?—A. The Pension Commissioners used to send a representative, sometimes, as far as Halifax or Vancouver, to get the proper type of staff, that is the subordinate staff, stenographers, typists, and all that sort of thing. As a result of that there was a feeling abroad that our salaries were higher than they should be—but I have heard a statement—

*By the Chairman:*

Q. Before you enter on the question of salaries let us finish up the question of greater efficiency. Are there any other reasons you can give, in addition to what you have already said, as to why efficiency was greater under the old methods?—A. I do not know whether I am right in this, but there appears to be a feeling that under the Civil Service regulations we have not the hold over the staff we had before.

*By Mr. Charters:*

Q. When you require a certain number of clerks you apply to the Commission?—A. We notify the Civil Service Commission that we have vacancies for so many clerks and say "Will you appoint them," specifying what we want in the way of typists, stenographers, or ledgerkeepers as the case may be. We are asked to give a trial to those who are sent to us, and it is rather difficult sometimes to tie the Civil Service Commission down, and I expect they find difficulty in that respect also, and I have asked them how long am I expected to keep a person whom I consider unsatisfactory.

Q. What is the answer?—A. I have never got anything very tangible. I must give them a fair trial. You know very often you can tell in a very short time whether a person is satisfactory or not.

Q. And have you dismissed many or refused to engage any member?—A. Not a very large number.

Q. Why?—A. Well that too is rather difficult; because when we have done so we have not seen any great improvement in the replacements.

[Major Stanley B. Coristine.]

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Q. Take this point—you are head of a concern of your own in Montreal?—A. Yes.

Q. Supposing you had to do this work you are doing in connection with this department and you were hiring them in your own interest and dismissing them, in your interest could you do the same amount of work with a reduced number without difficulty, with equal efficiency and at a reduced cost?—A. I think, and I believe, that greater efficiency should be gotten out of the persons employed; I think if I were running this business and had my hands free to dismiss or to penalize as the case may be, that I could run it with a smaller number.

Q. How much, with ten per cent less?—A. It is pretty hard to tie it down, but I would say ten per cent less, probably, than we have done.

Q. You would say with ten per cent less than you have done the work with?—A. Ten per cent less than we have done the work with.

Q. That would mean a very considerable saving?—A. A very considerable saving.

*By the Chairman:*

Q. Where does that responsibility lie for the feeling that the same service need not be given now that had to be given formerly? Does it lie entirely with the subordinate employees, or does it also affect the heads of the branches?—A. I would say, in our case at least, more particularly with the subordinate employees; we are a young department, as you said.

Q. Do they feel that since they have come under the Civil Service Commission that the hands of the Pension Commissioners are tied, and that there is no need for devoting the same attention and rendering the same efficiency as individual employees as they would if they were entirely held responsible for it?—A. I think there is that feeling; I have had it reported to me on occasions, I have heard such remark, "Oh, well, they can't do anything to us" and along that line.

Q. And the head of the branch probably has the same feeling, that he cannot dismiss an employee and there is no use worrying about it?—A. That may be; I know one thing that if you have an employee, and if that employee is not carrying on satisfactorily, if you can discharge that employee it is evident you are going to get more satisfaction out of him than if he knows you have not that authority.

Q. What is your method of bringing about a dismissal?—A. Report to the Civil Service Commission; you can suspend, with or without pay, as the case may be, and report the case to the Civil Service Commission.

Q. For what period?—A. I could not say offhand what the period is.

Q. And have you suspended a number?—A. Not a large number, we have suspended on occasion.

Q. It comes up to you, pretty well, doesn't it?—A. Yes, you are right, it is up to ourselves as you mentioned.

*By the Chairman:*

Q. Are there any other reasons for lack of efficiency that you can suggest?—A. No, sir, I think that is about all.

Q. You were starting on the question of salaries a few minutes ago, before you go any farther you will not suggest that the salaries are not large enough to get efficiency?—A. No, I do not think so.

Q. That has nothing to do with the lack of efficiency?—A. No.

*By Mr. Charters:*

Q. As to the powers of your employees in Montreal? In your own private office you can hire a man for your office staff?—A. My own employees in Montreal?

Q. Yes, how many have you on your office staff?—A. I think it runs just about the same.

[Major Stanley B. Coristine.]

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*By Mr. Redman:*

Q. You told us that you were the first department in Ottawa to institute the clock system?—A. Yes.

Q. What proportion of your staff use the clock system?—A. Well, all but the heads of the branches, and the officials in Ottawa, the commissioners, the secretary, the director, and the legal adviser, and so on, and the heads and assistant heads I think of each branch.

Q. Is that by the regulation of the Civil Service Commission?—A. No, I do not think they have anything covering time clocks at all.

Q. How many in your department do not use the clock at all?—A. I would not think there would be more than 50 out of a staff of 700 odd. That is at Ottawa; in our districts we have not clocks.

Q. Have you any means at all of keeping constant check upon the times at which these 50 arrive and depart?—A. I am afraid we have not now, other than that the secretary is supposed to be responsible.

Q. It is possible the secretary would not see them very much, and it is also true that regularity and punctuality on the part of these heads would have a very great influence on these officials?—A. Yes.

Q. Have you ever thought of some device or scheme whereby some regulation could be made to insure their punctuality?—A. I really cannot say that we have. We have not felt so far that there has been any real necessity.

Q. Do you know that members of Parliament at the end of each month are asked to make a declaration that they have been in attendanace during the month?—A. Yes. We might institute something of that kind.

Q. I have heard, as a matter of fact, from other departments, not in regard to your own at all, that they found difficulty in regard to some of the assistant heads, who are older men than the deputy, and the deputies do not like to go after them, but it seems to me there would be no objection to these heads and deputy heads taking a declaration previous to their obtaining a cheque?—A. I think that is a good idea.

Q. You think that might be useful?—A. I think it might be very useful.

Q. If some mechanical device were put in, it might be a great help?—A. Yes.

Q. You have a very large staff at present, comparatively speaking, for your work. Do you hope that that staff will be reduced in the near future?—A. I do.

Q. For what reasons?—A. Well, since December our staff has increased very materially, due to demobilization. The increase comes mostly in the district offices out through the country, wherever they are actually in touch with the demobilized soldier, and we have to get all medical documents in connection with that soldier immediately upon his discharge. It requires the addition of a large number of typists and stenographers and such persons.

Q. About when do you hope that the first decrease will take place?—A. It should come immediately upon the cessation of demobilization.

Q. By the fall?—A. It should come by the early fall, probably October.

Q. Will you have any particular person in charge of checking that aspect of the work; that is the decreasing of staff as the work finishes?—A. We are watching that every day. Mr. Archibald reports to me nearly every day on that.

Q. You have not any memorandum made up as to the amount of salaries you are paying and the costs of administration in your department?—A. Well, I have got the amount of salary paid every employee.

Q. You have not got it totalled?—A. I have not got it just before me. I can get that for you.

Q. It is true that the cost of your administration compared to the payment of pensions generally is very heavy, and people who do not look into it thoroughly and know why are inclined to criticize?—A. I am sorry I have not before me the percentage of costs per pension. I can get that for each district office. I had those last week.

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Q. Would you say your staff a year from now might be reduced to a half?—A. I would say from a half to three-quarters.

Q. And after that again reductions as pensions become more stable?—A. Yes, once we get straightened away on our pensions proposition there should be a marked decrease in the number of the staffs.

*By Mr. Redman:*

Q. One thing is still unsettled in regard to the Pensions Commission or the relations between themselves and the Minister. I should like to ask you what you think of the conditions to-day, if the appointment of your staff were handed over to the deputy of the department under which you are placed, in relation to responsible government, etc.?—A. And still to remain under the provisions of the Civil Service Act?

Q. Yes, if you were to be under the Minister of the Soldiers' Civil Re-Establishment; if he is to be responsible for you it is natural that his deputy, or perhaps you as his deputy, should appoint a staff?—A. That in effect is the situation as it is at the present time, as I understand it; that is the Commissioners—not I, but the three Commissioners—act as a deputy. In the new Act they are given powers—

Q. They act as a deputy to the Minister, under whom you are?—A. Yes.

Q. You do not think anything would be gained by having a deputy of that Department have charge of the staff and have you merely have charge of the payment of pensions?—A. I think it would be an increased cost rather than an advantage.

*By the Chairman:*

Q. As to the arrival of employees at the office, they use the clock system in registering their arrival. Is there any time lost in using the clock?—A. No, sir, we were afraid of that at first, and we used to make them come five minutes before the hour.

Q. They are supposed to be in the office at nine?—Yes, but we were able to slack that off and let them come in at nine o'clock. There is not more than a minute or possibly two minutes at the outside lost. I do not think there is any time lost. The majority come in a few minutes before the time.

Q. They punch the clock on their own time?—A. Yes. At present we have a building to ourselves. We used to be in the Union Bank Building with several other departments, and there was trouble there, congestion, due to the elevator service.

Q. What control have you over their arrival in the office? (Suppose an employee punches the clock but does not come into the office till ten minutes after nine?—A. Well, there is a system of supervisors. There is a head over ten or fifteen people.

Q. We have not heard about that phase of your organization? Take one branch, for instance, your own branch, to illustrate how it is organized in order to secure continual work on the part of the employees?—A. Well, I do not know just how I can illustrate that, other than by, say, take the Pay Branch, which is a large one, consisting of about 200 people. That is subdivided into the Accounts Branch, the department that deals with the Soldiers' Civil Re-establishment, and half a dozen other subdivisions. In charge of each of those subdivisions is a responsible officer who is directly responsible to the head of the branch who in turn is responsible to the director.

Q. What is he responsible for?—A. He is responsible for the output of his particular line of work, and for the discipline of his staff, the attendance and all that kind of thing. It is simply a continuation of the chain of responsibility. We have a daily report—and this may be of interest—which is placed in my report; that is the report that will come to me probably completed and typed. Underneath is a report from each of the branches to the secretary's office, from which this is made up. That is in my office every morning at 11 o'clock, so that I know how the staff stands.

Q. That is a report from the previous day?—A. Yes. Each branch reports the salaries of the branch and the complete recapitulations made up.

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Q. As to the number of employees, have you sufficient?—A. We have sufficient, yes.

Q. Have you too many?—A. We have not got too many to do the work at the present time.

Q. You are not over-staffed?—A. No, I do not believe it. We are taking on rapidly in the districts. There is a good deal of work involved in preparing medical histories of each man discharged, but as I said before, it is temporary work only.

Q. Then we have the medical advisers' branch. That is an important branch. How many medical officers have you?—A. We have about twenty-four permanent and three part-time men in Ottawa here.

Q. What are their duties, generally speaking?—A. They deal with the discharged men. Every discharged man comes before a medical board, who state the amount of his disability or whether he has been disabled. His papers are forwarded to Ottawa, and the doctors compare the medical board statement and his medical history with a table of disabilities which sets out how much pension is applicable to disabilities of that nature, and they assess the pension accordingly. That is, they recommend the amount of pension which should be awarded. That is passed to the commissioners for ratification, or otherwise. Then after six months, or after a certain period of time, the man is again re-examined to see if his disability has lessened or increased, or ceased. The basis of pension, of course, is the man's earning power. We have to watch him carefully all the time.

Q. These medical men that you have on your staff take the reports of the medical boards, and compare them with other papers of the soldier?—A. Yes, sir.

Q. Do I understand that they decide as to the degree of disability?—A. Yes, they will compare the amount of the man's disability with the table which sets out the amount of pension awarded for that disability, and they make their recommendation to the commission. At the present time, on the board there are only Colonel Thompson and myself, and neither of us is a medical man.

Q. You consider that you are not overmanned, at least in medical men?—A. I would think so, sir; we, at the moment, are training eleven medical men here; they are here for instructions and will be shipped out to various parts of the country within the next few months. They will go back to civil life.

*By Mr. Redman:*

Q. Are your medical officers in Ottawa allowed to go into private practice?—A. No.

*By Mr. Charters:*

Q. Are these men who have served overseas?—A. Practically; only Colonel Duff, one of the cleverest we have, he was one of the commissioners on the Pensions and Claims Board and is now a member of the Board of Pension Commissioners; he was taken over with that board and became our medical adviser, and I suppose, has got a better knowledge of pension work than any other man in the country.

*By the Chairman:*

Q. Are these medical men paid salaries as medical men?—A. The way we work that out is this: we take a man on at \$3,000 and at the end of six months his salary becomes \$3,500 and at the end of one year \$4,000. That would work out on the pay for the equivalent military rank. But we found that we had colonels on at \$4,500 and they were being taught by captains at \$2,400, and this caused a great deal of complaint.

Q. Have you anything further, Major, that you wish to lay before the committee?—A. A few moments ago you mentioned the question of salaries and the suggestion was made that possibly we were not able to pay sufficient to our staff. I have the average of salaries as paid in 1918, one year ago, and under the Civil Service at the present time. Our salaries I think are more at the present time than they were before.

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Our average salary at present is \$902 and our average salary for the fiscal year ending 1918 was about \$890, so that there is not very much difference.

Q. Do you share in the bonus?—A. Some of our employees shared in the bonus and there is a very great deal of discussion about it, but I do not think they all get it. Perhaps you are not interested in the number of returned men on the staff?

*By Mr. Redman:*

Q. Yes, how many have you?—A. I have some figures here; we have 64 females on the staff and the percentage of the balance of a total of 329 males—

Q. Is that in Ottawa, or throughout your system?—A. This is throughout the system. Of a total of 329 returned soldiers 81 per cent have seen service in the actual theatre of war, 8.5 per cent in England, and 10.6 per cent are those who have seen service only in Canada, a number of these were legacies from the Militia Department.

Q. What proportion of the males in your department are soldiers of some sort?—A. I can give you that in this way: there are 329 males who have been soldiers, and there are 99 who have not seen any service, and 73 of those are boys.

Q. Ninety-nine out of 329?—A. Ninety-nine out of 428.

Q. In other words you have 26 men who have not seen any service?—A. Twenty-six men who have not seen any service.

Q. Then you give us the proportion of each sort of service?—A. Yes.

Q. Then you have some rule as to the female employees?—A. We had a rule, particularly before we came under the Civil Service, that we only engaged the dependents of soldiers overseas, and we did not engage the wife if her husband was serving and she was receiving assigned pay and separation allowance. We have daughters, mothers, and sisters.

Q. Without mentioning these names, do you think any of these 26 could be disposed of, and what reason have you for keeping any of them?—A. It would be difficult in the majority of cases to dispose of them. The majority of them are men who have been with us right from the beginning, and they are the nucleus of our staff, Colonel Belton, Colonel Dunbar, and a number of those came to us from the Pensions and Claims Board; they have large knowledge of the work, and Mr. Archibald, the director, has probably a better knowledge of the details than anybody else would have.

*By Mr. Redman:*

Q. Yes, I think he is an excellent type of officer. Would you say that soldiers and soldiers' dependents are equally efficient with, say, the general run of Canadians whom you might take in?—A. Absolutely.

Q. Is there anything further to say on that point?—A. No, I would say in general that I agree with what you have said, that the soldier and soldiers' dependents are on a parity absolutely.

Q. You think they might have more interest in this particular work?—A. Oh, I do not know. If you want my personal opinion on it, I think the soldier should be given the preference, but not unless he can carry the work equally well. That has been our policy always.

*By Mr. Charters:*

Q. Not at the sacrifice of efficiency?—A. No.

Q. We have been devoting some attention to the absence of the civil servants?—A. I have some figures here in regard to that.

Q. What have you to say regarding the absence of the employees? There is a good deal reported in this report?—A. I have got a percentage statement of the additional absence to the statutory leave classified for the fiscal year. Our male employees

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average 6.7 days absence, female 13.46. It is a difficult problem in the case of the women. It is very hard. They come to you with a medical certificate. I am satisfied that in a number of instances there is no necessity for their absence.

*By Mr. Redman:*

Q. For the medical certificate?—A. No.

*By the Chairman:*

Q. Have you that statement month by month?—A. I have not it here.

Q. I was interested as to whether or not the sickness increased as the months went on. Sometimes a person starting a job is a little more attentive than he is in the second or third month?—A. We watch it pretty closely.

Q. Judging by the statement you have of that, that would look like a pretty fair comparison?—A. Well, of course, a large amount of this leave would be without pay. Absence without leave is deducted in the pay under the Civil Service regulations.

Q. You enforce that?—A. Absolutely, and also the other regulation that there is only a certain amount of sick leave which can be given, after which no leave may be without deduction of pay.

Q. Under the regulations of the Civil Service Commission, they are allowed 6 days without a medical certificate, and that may be repeated?—A. I do not know anything about that. I get a medical certificate in any case. I want a medical certificate if a man is absent one day. I did not know there was that regulation. I am not going outside the regulations knowingly. If a man is absent one day without leave I want to know why. I see the permanent staff of the Civil Service are allowed two months' sick leave with full pay and one month with half pay. Here is a stenographer with a total of 37 days' leave, but a certain number of the days would be on half-pay, and a certain number no pay. We watch that pretty carefully.

Q. Notwithstanding all that the number of employees that you have average 13½ days. That must be a great loss of labour to the department?—A. Yes, sir.

Q. Have you any suggestion to make as to how it could be restricted?—A. No, but I have given a good deal of thought to it.

Q. It requires a good deal of thought?—A. It requires a good deal of thought. Ever since I came here that has been the trouble. Every month they are away—a large number of them. I have put in lately a sort of lady monitor, sort of supervisor, and fitted up a room in the building where a girl who feels knocked out, or fainting, or anything of that kind can be taken. This is an elderly woman, and she has a good deal of tact and knowledge of things, and I think she is going to pay for herself many times over. She is a woman who can go into the lavatories and see that the girls are not spending too much time in there, and can generally float about through the building and report to me anything that is out of the way. I think it will be an asset that way. This man, Bailey, from Washington, an efficiency man, is very keen on a system of monitors, but I cannot see any great value in them. I think if you have efficient heads of branches and subdivisions, there should not be any necessity for a monitor.

*By Mr. Andrews:*

Q. Have you anything in the nature of a woman inspector?—A. I was just telling the committee that we have an elderly woman, and she keeps her eyes generally on places where a man cannot go and matters of that nature. She is a very tactful sort of person, and seems to be getting on well. I think the rest room idea is a very good one. Very often the girls feel a bit knocked out and this woman takes them off and lets them lie down there, and they have a rest for a few minutes. If we can save a hundred days attendance in the year, it will pay for itself and I think we can. If a girl can go and lie down there for half an hour instead of going home to lie down, it will save time.

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Q. They have found it necessary in the big stores?—A. It does a great deal of good in the big departmental stores.

Q. Have you anything further to say?—A. I cannot think of anything. I will send you down a chart of our organization.

Q. Have you any special form for the medical service?—A. No. I think the Civil Service Commission have a form, if I am not mistaken.

Q. You have not any other forms in your branch?—A. Yes, I could give you our forms in regard to pay, our time clock forms, and I could send them with an explanation; also daily report, the weekly report and the monthly report, with the manner in which we deduct pay for absence without leave.

The CHAIRMAN: You might send these.

Witness discharged.

Mr. SIDNEY SMITH, sworn:

*By the Chairman:*

Q. What is your position?—A. Controller of Postal Stores.

Q. How long have you held that position?—A. For 38 years.

Q. How long have you been in the service?—A. I am in my fiftieth year of service. In six months I shall have rounded out half a century. I have been under all administrations since Confederation. I came in under the first administration after Confederation.

Q. From your knowledge of the Department, what conditions exist that interfere with the efficiency of the Department, I mean general conditions. Can you enumerate any?—A. Well, I can hardly speak for other branches.

Q. Take your own branch?—A. I do not know that there are disabilities particularly regarding my own branch just at the present moment.

Q. You claim that your branch is about as efficient as it should be?—A. No, I would not like to say that exactly.

Q. Why is it not?—A. I think some of the very old men who have been with me almost from the first—if young men with their experience could be taken on, perhaps fewer could be done with, and better results obtained. But you see it is a question of experience. The older men are men who are quite competent to do the work. For the most part they are men of good health. I do not want to say that because they are old men, therefore they are no good. Perhaps being an old man myself, I look at it from a different point of view than others. But I have watched them pretty closely lately since I observed there was a sort of crusade against the old men in the service, you know a feeling of that kind, and I noticed that these men came early, were in constant attendance, constantly do their work, get through their work well, make fewer mistakes, and all round are more satisfactory than many of the younger fellows.

*By Mr. Charters:*

Q. How many old men are in your branch, men 65 or over?—A. I cannot tell you offhand; I could get you that information.

*By the Chairman:*

Q. There is a considerable percentage of old employees?—A. Yes, and long service men, men of long experience, and men who cannot very well be dispensed with.

Q. What is being done in the way of training men to take the positions of these men?—A. As the younger men come in, they are intermingled with the older men,

[Mr. Sidney Smith.]



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and in that way they get experience and see how the work is done. If they have the qualities of the older men, they will be just as good men as time goes on; but you cannot do the class of work that is being done in my office with inexperienced people, or with people who are not zealous and efficient, and naturally good hearted and good willed workers, people who are willing to work at any time. During the war, our people continued to come back after hours many, many times.

Q. Everybody in Canada has been doing that?—A. We found them agreeable and willing to do it.

Q. I notice from this statement that there are only two officials besides yourself who are receiving \$2,000 or over?—A. Yes, the other is Mr. Greenfield, who is the Chief Clerk of Distribution.

Q. You have spoken of the old men as possibly being one reason for the reduction in efficiency?—A. I do not go so far as to say that in regard to my own particular branch.

Q. What other causes can you give?—A. I do not know that any others exist actually; I would not say so.

Q. What about female labour as compared with male labour?—A. I have not had many females in the branch for very many years, and being comparatively young people they have been capable of doing good work.

*By Mr. Charters:*

Q. How many women have you?—A. Not a very great many. I could give you that presently by looking over the list.

Q. You have a considerable percentage of male employees receiving less than \$1,000?—A. Yes, these are the older men I spoke of.

Q. Who are receiving less than \$1,000?—A. Not less than \$1,000, but some of them have.

Q. Are these employees efficient?—A. Oh, quite so. They come in as packers and sorters at small salaries and they have been getting an increase of \$50 a year for some considerable time, I think they get \$100 now, which would be helpful to them, of course. When we take on new men, they are men of small salaries, packers and sorters very largely. They are not on the clerical staff.

*By Mr. Loggie:*

Q. Did they get the bonus?—A. They got the bonus. I think I am the only one who did not get the bonus. I was considered not to be entitled to it.

*By the Chairman:*

Q. It was only those receiving less than \$1,800, I understand, who got the bonus?—A. Well, afterwards they gave it to the deputy heads and the assistant deputy heads. We were perfectly satisfied up to this point when it was stated that it was to be given to the people up to \$1,800; and that those above that could manage better than the people with smaller salaries; but when they gave an increase to the deputy ministers and assistant deputy ministers, and no reason was offered, we felt we had been unfairly discriminated against.

Q. In regard to Joseph E. Petclerc and Achilles Robert, what action was taken?—A. A recommendation was sent to Council for an order of dismissal after Robert had been found guilty and the information to that effect had come back to the department; they have been dismissed by Order in Council.

Q. Now there is another employee I would like to ask you about, the same woman whose husband is employed in the C.P.R.?—A. Yes.

Q. She is on the temporary staff?—A. Yes.

Q. What reasons are there for employing her?—A. She has resigned.

Q. She has left?—A. She has left the service.

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*By Mr. Charters:*

Q. When?—A. About six weeks ago.

Q. Why?—A. Notification was sent out, as I understand it, that the employment of married women was to cease in the department, and she came to me about it and said she would not care to stay any longer under the circumstances, and I advised her to send in her resignation, which she did, and that was the end of it. She was a very good worker.

Q. She was absent 69 days last year, did she receive pay for that time?—A. No, I understand not, I am not quite sure on that point, but she received pay for the time she was entitled to on her leave; after that she was absent without pay. We are very particular about that in our branch.

*By the Chairman:*

Q. Now, about the leave of absence, there is a great deal recorded in your department?—A. Yes.

Q. What have you to say about that generally?—A. Well, it is chiefly leave through the epidemic.

Q. How much have you in that statement as the number of days' absence on that account?—A. I have a brief statement showing the number of employees who have been on sick leave and on annual leave in the Postal Stores branch of the Post Office Department during the fiscal year 1918-19. Fifty-three employees were on the staff during the year. Sixteen had no sick leave, thirty-one had six days or less each, twenty-two had over six days each, of these two died; one had no annual leave, nineteen had not full annual leave—a total balance of seventy-six days annual leave being left untaken; almost all of these leaves, Mr. Chairman, were due to the epidemic.

Q. Thirty-one had six days and less each; could not that be cut down some?—A. They did not take their full holidays at all for the year.

Q. A person who had not taken the full holidays would not be debited with the number of days absent on special leave, would they, so that this statement of the number of days absence would be in addition to holidays?—A. There will be very little special leave, there is not very much.

Q. We have 27½, 18, 20, 21, 25, 11, 30, 23 and 25 days?—A. Well, that is taken in broken leave, sometimes one hour and sometimes two hours.

*By Mr. Charters:*

Q. What about funerals and baseball matches?—A. There may be cases where grandmothers' funerals take place.

Q. Pretty often, I suppose?—A. No, grandmothers do not die very often.

*By the Chairman:*

Q. What do you do to limit this leave as much as possible?—A. We watch it very closely, that is all I can say.

Q. You have fifty-three employees?—A. And if the work at the time will not allow it they cannot have leave.

Q. But a few stay away without leave?—A. If they do they get into trouble immediately.

Q. What trouble?—A. I make a formal report to the Deputy Postmaster General.

Q. And what happens?—A. They are admonished, and if it happens again there is a reduction of salary. If they show any disposition to break the rules they are brought to book right off without any hesitation about it whatever.

Q. Can you give us any information as to how much of this leave was leave without pay?—A. I can get you that information, yes.

Q. You might let us have it?—A. How much of the special leave was without pay—I will let you have it.

The CHAIRMAN: So much leave of absence as that shown in this return must interfere with the efficiency of your branch I am sure.

[Mr. Sidney Smith.]

## APPENDIX No. 6

*By Mr. Charters:*

Q. You would be entitled to pension, Mr. Smith?—A. I hope so.

Q. You are under the old system?—A. Yes, I was in the gallery when Sir Francis Hinks introduced the Bill for superannuation.

Q. What would your pension amount to?—A. If I were to retire on the full allowance of \$4,000, the top class, I would get \$2,800; but if I retire on what I have now it will be \$2,600.

Q. Do you think it would meet the conditions generally in the service now if the superannuation system were reintroduced?—A. I would think so.

Q. You think it would?—A. Yes.

Q. Why?—A. Because the people in the service would feel there was something to work for and look forward to.

Q. Would they be willing to pay 7 per cent?—A. They would be willing to pay a reasonable abatement. I never dreamed of dropping out of the abatement during the whole time of contributing which was 35 years; although I knew at the time, and we all knew that there was an increase, a very large increase going to particular individuals, and added service so as to bring them up to the period at which they could be superannuated. Although we agitated in the early days to have a fund set aside for the widows and orphans we never could get it done; it became, at least superannuation became a political football and we suffered. The consequence was that, I might mention a very signal case where great hardship is done to the widow of a very brilliant official—

The CHAIRMAN: I do not think it is necessary to take up the time of the committee by going any further into that question.

*By the Chairman:*

Q. Have you anything further to say in connection with your branch of the Post Office Department which would assist the committee?—A. Well, there is one point I think I might ask you to let me touch upon, and that is the organization. I think the organization is wrong as it is now. I think an organization which throws all the details of carrying on the tremendous work of the post office service of Canada on one little man is wrong essentially and is a bad business, and I think we might take the organization of the Post Office Department in Washington as an example of what might be done here in the reorganization of our system, so that the Deputy of the Postmaster General and the Minister would deal with all matters of policy, and the heads of branches, as is the case in Washington, with matters of administration, and not go to the Deputy Minister at all, but that they should have access direct to the Minister. The Deputy Minister to-day is overwhelmed with questions of all kinds down to the purchase of a type-writing machine. As controller of Postal Stores I cannot order a typewriting machine without getting the Deputy Minister's authority, and the result of that is that these orders are delayed, they are overlooked and they are forgotten, and the service suffers, and so it is all along the line. The congestion of work in that office is sometimes appalling.

Q. Where?—A. In the Deputy Postmaster General's office. One Minister spoke to me one day about something he had been looking for and trying to find, and some important question hinging upon it, and he said, "Where can I find this thing?" I said, "There is just one place where it is and I need hardly say where that is," and I pointed to the deputy's office, and he said, "It is that wretched sepulchre where everything goes and never comes back." It is because the poor little man is overwhelmed with work. He gathers in everything from Vancouver to Halifax, and from the line north to Dawson. Everything must centre and must go through that particular spot.

Q. You believe a system of decentralization would be beneficial?—A. Decentralization, of course. Would anybody pretend to say that after the experience I have

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had as Controller of the Postal Stores that I am not competent to give an order? I have been there thirty-six years, and have had a clean sheet during that time. There has never been a breath of scandal in connection with my position. I have dealt with everybody and protected the minister and protected the friends of the Government, and have had to be a sort of acrobat and I cannot now buy a typewriter without going to the Deputy Minister, and when the scandals were on with the Printing Bureau, I was the only one who could show a clean sheet. The deputy said, "We are going to be inspected." And I said, "Go home and put your head down on the pillow and sleep, and have no hesitation. Do not be uneasy." He said, "We are going to be inspected," and I said, "That is just exactly what we want, we want to be investigated," and when they came to be investigated the Post Office was the only one which was clear, and I was the only one who had a historic—

The CHAIRMAN: We have not time to go into that.

WITNESS: There you are. I am just giving you the point of my experience. I do say that that is the record, and you have the means of finding out that what I am saying is true.

*By the Chairman:*

Q. The point you wish to make is decentralization of authority?—A. Yes, put it something on the basis of Washington. They have a territory as large as ours.

The committee adjourned.

WALTER TODD, Secretary,  
Civil Service Inquiry Committee,  
House of Commons, Ottawa.

OTTAWA, June 17, 1919.

DEAR MR. TODD,—When my evidence was yesterday broken off by the adjournment of the committee for luncheon, I had not quite completed what I had in mind to say relative to decrease in expenditure and increase in efficiency in connection with Postal Stores, which would have been generally something along the following lines,—

Before the division of the Postal Stores Branch, out of which the Purchasing Agent's Branch was created, January, 1918, the staff numbered 81, since which time the duties performed by the two branches have been decreased by a change in system whereby all mail bags for repair, instead of being sent into Ottawa for the purpose, are now despatched direct to the penitentiaries in different provinces, as a result of which at least four employees have been relieved of their regular work in connection therewith, notwithstanding which the staffs of the combined branches now number 95,—with four unfilled vacancies in the Postal Stores Branch.

Were the Purchasing Agent and his staff transferred to the Purchasing Board (to which they exclusively relate) and the duties in connection with stocking and distributing of all articles of Postal Stores restored as before the change to the Postal Stores Branch, where it properly belongs, it would conduce to increased efficiency, a reduced staff and less expense.

As a result of the division of the Postal Stores Branch, as above indicated, there are now two separate branches with two distinct heads (both class A men), and two office organizations where one would be sufficient and which amply sufficed for the previous 36½ years under the Controller of Postal Stores, and this has given rise to considerable duplication of work and to unnecessary new work also, which could be dispensed with were the change back again to the original office establishment, as above indicated, carried into effect.

Sincerely yours,

SIDNEY SMITH,

*Controller of Postal Stores.*

[Mr. Sidney Smith.]

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Statement *re* special leave and sick leave, with or without pay granted to the employees of the Postal Stores Branch during the calendar year 1918:—

A, 37½ days sick leave with pay; B, 18 days special leave with pay, 2 deaths in family; C, 4 days special leave with pay, death in family, 20 days sick leave with pay; D, 11½ days sick leave with pay; E, 23½ days sick leave with pay; F, 2 days special leave with pay, death in family; G, 2 days special leave with pay, death in family, 21 days sick leave with pay; H, 4½ days with pay, death in family, 4 days sick leave with pay; I, 8 days special leave with pay, death in family; J, 1 day special leave with pay; K, 33½ days sick leave with pay; K, 6 days special leave with pay (quarantined), 14½ days sick leave with pay; L, 6 days sick leave with pay; M, 6 days special leave with pay, death in family, 1 day sick leave with pay; N, 22½ days sick leave with pay; O, 7 days special leave with pay, 2 deaths in family, 9 days sick leave with pay; P, on military leave all year; Q, on military leave all year; R, absent on sick leave all year (paralysis); S, 3 days special leave with pay, death in family; T, 19 days sick leave with pay; U, 1½ days sick leave with pay; V, 2½ days special leave with pay (Red Cross work), 16½ days sick leave with pay; W, 1½ days special leave and 5 days sick leave both with pay; X, 1 day special leave, and 3½ days sick leave, both with pay; Y, 3 days sick leave with pay; Z, 27½ days sick leave with pay; AA, 2 days special leave (death in family), and 11½ days sick leave, both with pay; BB, 2 days special leave (death in family), and 4½ days sick leave, both with pay; CC, 309 days military leave and ½ day sick leave, both with pay; DD, 4 days sick leave with pay; EE, 5½ days sick leave with pay; FF, 5 days sick leave with pay; GG, 13 days sick leave with pay; HH, 18½ days sick leave with pay; II, 15 days sick leave with pay; JJ, 5½ days sick leave with pay; KK, ½ day sick leave with pay; LL, 31 days special leave without pay, 34½ days sick leave with pay; MM, 4 days sick leave without pay; NN, 18½ days sick leave with pay.

TUESDAY, June 17, 1919.

The committee met at two p.m., to-day, Mr. Steele in the Chair.

The CHAIRMAN: I have received the forms and documents which we asked Major Coristine to send from the Pensions Board.

Mr. F. G. ROBINSON, SWORN:

*By the Chairman:*

Q. What position do you occupy?—A. Deputy Minister of Soldiers' Re-Establishment.

Q. How long have you occupied that position?—A. Since February 1st.

Q. This year?—A. Yes.

Q. What was your position prior to that?—A. I was director of the department and previous to that I was director of the Invalid Hospital Commission, and prior to that I was first assistant to the Director of the Military Hospitals Commission.

Q. And prior to that?—A. I was Assistant Manager of Sales for the West for the Canadian Fairbanks Morse Company.

Q. In Toronto?—A. Its head office is in Montreal but I was manager at Calgary, for Alberta, five years. Then I was transferred to Winnipeg as Assistant Manager of Sales for the West.

Q. That would give you some experience in organizing staffs?—A. Yes, we had a very large organization.

Q. About how many would be under your supervision?—A. In Alberta, I had a staff of about 125. When I was in Winnipeg I had supervision over a staff of about 500.

Q. How many of those would be office staff, all of them?—A. Oh, no.

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Q. How many of them would be office staff?—A. I could not say. I would not hazard a guess at that. It was the whole organization, the sales staff, the accountants staff, the purchasing staff, the store staff—the whole organization.

Q. When was the Department of Soldiers' Civil Re-establishment organized?—A. On February 18, 1918.

Q. You, then, are the first deputy?—A. No, the first deputy was Mr. S. A. Armstrong who was Director of the Military Hospitals Commission when I first came to the Commission. Then, when the Military Hospitals Commission became the Department of Soldiers' Civil Re-establishment, he was appointed Deputy Minister. I continued as his assistant, later being made Director. Mr. Armstrong has since gone to Detroit as Vice-President and Manager of the Underfeed Stoker Company of America.

Q. You have been with the Department since its organization?—A. Yes.

Q. Could you tell the Committee, Mr. Robinson, personally how the Department was organized?—A. I think the best way to do that is to submit one of these charts. That is the head office organization (pointing to chart). You will find next the unit organization. That gives the thing more clearly than I could.

Q. What do you mean by unit organization?—A. The district organization. There is the Head Office here and then the country is divided into units comparable to Military Districts.

Q. We are interested only in the Inside Service?—A. Perhaps it would be better for me to outline just the basis on which our staff stands. At the commencement of this work, the minister realizing that it was war work and that we could not anticipate how large a staff we should need, nor how long we should need it, established a principle that we would engage no staff under the permanent civil service as understood in the prescribed sense of the Civil Service Act; that all our employees were to be temporary employees, under section 23, I think it is, under the Civil Service Act. This scheme obviated the possibility of the Government being embarrassed with a huge permanent staff necessary to carry on war work when war work ceased. Every member of the staff that is engaged by us comes on the understanding that he or she may be dispensed with upon one month's notice and that engagement in this Department confers on him or her absolutely no privilege in the permanent Civil Service of Canada. Based upon that general principle we consulted with the Civil Service Commission and drew up two forms for the engagement of a staff, one covering the ordinary clerical staff and the other covering the technical staff. Our work is to a great extent technical. We require medical officers. We require technically trained officers for our vocational branch where retraining is carried on. We require technical officers in connection with our service respecting placement in employment, because, unless we have a technical staff, they will not be able to approach manufacturers and employers of labour so that they can get their ear and sympathy and so secure placement of the maximum number of returned men. That is the reason why such a large proportion of our staff is in the technical class. This form, 60, covers technical employees. Form 59, covers the ordinary clerical employees.

(Copies of the forms were handed to the Committee.)

The WITNESS: (*Continuing.*)

This procedure enables us to meet the peculiar circumstances that arise in connection with our work. We cannot foresee what is going to happen because our work depends not on inanimate things but on the human element entirely. It depends upon the number of ex-members of the forces who seek the benefits administered by this Department and nobody can foresee how many will seek them or when they will seek them. We therefore had to work out with the Civil Service Commission a system whereby we should be able to carry the necessary help quickly and within the meaning of the Civil Service Act. The scheme has worked out admirably. Just

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at the present time we have under discussion with the Civil Service Commission what is to be done with the temporary employees.

*By the Chairman:*

Q. Before you go on to that, will you tell the committee whether these employees were appointed by the Civil Service Commission?—A. All the employees at Ottawa have been appointed by the Civil Service Commission.

*By Mr. Boys:*

Q. I notice one rather important distinction (pointing to a chart)?—A. That has no bearing on the situation because that is the outside service.

Q. What has not?—A. Those forms.

Q. I notice paragraph "d" of Form 59, says: "That there is no returned soldier known to the undersigned to be qualified for this position or available for appointment thereto." I do not notice the same paragraph on Form 60, why is that?—A. I really cannot answer that question, because nearly all our employees are returned soldiers and it is our aim to appoint returned soldiers to every position we can. It may be that Form 60 has reference to technical qualifications. That may be the reason.

Q. You have not the same opportunities of appointing returned men to these positions as you have of appointing outsiders?—A. I would not say that, because most of our technical employees are returned soldiers.

Q. It might be harder to find qualified returned men to fill technical positions?—A. It is harder to find them, but we have found them, because dealing with returned soldiers, the duty of the Department being to deal with returned soldiers, we thought—and the Minister and all of us are of the opinion that a returned soldier can do the work very well, probably better than others, when he comes in personal contact with the returned men.

Q. Under the system you have adopted, you practically retain full control of the employees?—A. No, as far as the Inside Service is concerned, all appointments are made by the Civil Service Commission in the usual way.

Q. But they are all temporary?—A. They are all temporary employees.

Q. And you can dismiss them?—A. Oh, yes.

Q. That does not apply to the other departments as far as you know?—A. I have assumed we can discharge them if they are unsatisfactory. I may have overstepped the mark.

Q. No, I am not criticising. I appreciate what you have to say. At this stage you do not know whom you may require ultimately, and you do not wish the appointments to be permanent?—A. That is right.

Q. And the position you have taken does give you that control which is not possessed by other departments?—A. I have always taken it that I was exactly on the same footing as regards the service in Ottawa.

Q. They have temporary employees, but not so many, most of them are permanent?—A. Yes.

Q. And you make that distinction for the reason you have given?—A. Yes.

*By the Chairman:*

Q. Tell us how the department is organized for work in the different branches, and so on?—A. You do not think the submission of this chart would meet the case.

Q. Just a brief explanation?—A. At the head of the department there is a minister, whose function is responsibility as to policy. Then there is a deputy minister, whose function is responsibility for the carrying out of policy. There is an assistant deputy minister, whose function is the preparation of Orders in Council, general correspondence, and such duties as may be delegated to him from time to time by the deputy minister. The other administrative functions of the department

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fall into two general classes: the first class, functions with respect to direct contact with ex-members of the force under the care of the department; the second function with respect to administrative duties in bringing them into direct contact with ex-members of the force. In detail the first class of administrative officers are: a director of vocational training, whose function is the retraining of disabled ex-members of the forces, the formulation of policies regarding vocational retraining for submission to the minister, and if he approves of them, the carrying out of them in detail; the chief inspector, whose function is personal services to those undergoing medical treatment.

*By Mr. Redman:*

Q. Treatment of training?—A. Just treatment, in giving medical treatment.

*By the Chairman:*

Q. What sort of service?—A. I was just coming to that. These personal services consist of keeping records with respect to those on the strength of the department for treatment, making sure that they receive their correct pay and allowances, and that their dependents, if any, also receive the pay and allowances to which they are entitled promptly and correctly, to assist any men on the strength of the department in connection with personal difficulties that they may have, to see all patients undergoing medical treatment are as comfortable and well looked after as possible from a lay viewpoint. A director of medical services, whose function is the administration of all professional medical treatment which is being given to ex-members of the forces on the strength of the department.

Q. Who is the director?—A. There is no director at the present time.

Q. Who has been director?—A. Colonel F. McKelvey Bell, who recently resigned.

Q. He has a deputy director?—A. He had, yes.

Q. But the branch was organized with medical directors?—A. And unit medical directors. Of course, I am going outside of Ottawa. Then, a director of orthopædic and surgical appliances branch, whose function is to supervise the manufacture and supply of all artificial limbs, orthopædic and surgical appliances, prescribed by the medical officers of the department or the medical officers of the Department of Militia and Defence.

Q. Is that branch located in Ottawa?—A. No. It happens to be located in Toronto; he is part of the headquarters staff, but it is easier to manufacture in Toronto; therefore, as the Dominion Orthopædic Hospital is there, we located our manufacture there, but he really is the head office official, and issues instructions throughout the whole organization. Then we have a director of the information and service branch, whose function is giving special services to physically fit demobilized members of the forces.

*By Mr. Redman:*

Q. How does that happen to come under your powers, under your jurisdiction?—A. By virtue of the Act creating the Department.

Q. I thought you told us that it was for the treatment for those who are ill and not for those seeking employment?—A. No, the Act creating the department charges it with the duty, I forget the exact wording, but it is to the effect that this Department shall be charged with all the responsibility in connection with the re-establishing in civil life of ex-members of the Expeditionary Force.

Q. What does that mean, employment for those physically fit?—A. I was just going on to that, but among the activities of the director is to place all ex-members of the force who wish it in touch with available opportunities for employment. This service also includes getting information of a specific nature to ex-members of the force as to the various benefits provided in their behalf by the Government, and who

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may be able in the first instance to take advantage of it. The branches whose functions are of an administrative nature in bringing them in direct contact with ex-members of the force are as follows:—The General Superintendent of the Enquiring Branch whose function is the preparation of plans for such premises as may be required by the department of a special technical nature, the inspection and maintenance of buildings. The Superintendent of Equipment and Supplies whose function is the control of the stores and equipment. The Chief Purchasing Agent, under whose supervision all articles required by the department are purchased, in accordance with the regulations of the War Purchasing Commission. The General Organizing Dietrician, whose function is to make effective the standard dietary system including the selection, care, and preparation of foodstuffs for the meals, and the serving of the same later. The Statistician whose function is collaboration of audit for the various heads of the Administration Branch of the Department. Does that answer your question?

Q. I think so, quite fully. Can you tell us now in what way the staff in the individual branches is organized so as to ensure the best work being done in the branch. I mean by the employees, the best daily work?—A. The same general plan of organization applies in all the various branches; there is a head, who is the Chief Clerk, and under this chief clerk or assistants there are various other clerks. The work is all planned out.

Q. What do these various other clerks do?—A. The chief clerk's specific duty is to perform and to make sure that all the other clerks are carrying on their work, and that they are performing in the best way the detailed duties that are assigned to each clerk.

Q. To see that they are all kept busy?—A. Very much so.

Q. That is the duty of these chief clerks?—A. Yes.

Q. Then you spoke of various other clerks, what functions have they in addition to supervising the work do they look after certain numbers of employees?—A. They look after all the employees in the branch.

Q. You spoke of the chief clerk being in charge of the branch?—A. Yes.

Q. And various other clerks under the chief clerk?—A. They are carrying on detailed duties.

Q. Under whose direction, that is what we want to know.—A. Take for instance the Purchasing Branch—

Q. Take another branch where the work is practically all clerical?—A. I thought it would cover it to better advantage in that branch than in anywhere else. In the Purchasing Branch there is a part assigned to the duty of auditing the requisitions that have been received.

Q. You do not quite catch my point, perhaps I have not made it clear?—A. I am sorry.

Q. The idea is to know what supervision there is over the individual employees to see that they are busy all the time, to see they are present in their place, that they are not idling, not neglecting their duty.

*By Mr. Boys:*

Q. And in addition to what the Chairman has mentioned to see that you have not more employees than you need. What we want to know is whether the supervision covers what the Chairman has referred to and also in reference to your satisfying yourself that the individual members of the staff are performing their duties?—A. I receive each month a return of the staff in every branch which is comparative, so that it contains from month to month the increase or decrease of the staff in the various branches. This is also presented to the head of each branch and care is taken to see that the staff are not being taken on that are not required or that are not properly employed. If any discrepancy should show itself in these figures, any increase that is unusual, it is immediately checked up and these chief clerks constantly supervise the work. We have time

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clocks and every employee other than the heads of the administrative branches have to punch the time clock for attendance in the morning, when going out to lunch, coming in from lunch, and going out in the evening, and if any are late they are docked at the end of the month. We have a regular industrial time clock system as to attendance.

*By Mr. Boys:*

Q. Did you have that system when you were with the Fairbanks-Morse people?—  
A. Yes.

Q. You are of the opinion that it is a wise system?—A. Undoubtedly, where you have a large number of employees. We tried the attendance book system and it was no good.

*By Mr. Charters:*

Q. Why?—A. It is almost impossible to prevent the time book being beaten.

Q. How are they able to beat the book and not the clock?—A. Because there is a man standing who watches that they all go out at certain hours and come in at certain hours. There is a man detailed to watch this clock, to see that each person who comes in punches only once, and that each person who goes out punches only once. The record is inside the clock, and it cannot be erased, it cannot be changed.

Q. It cannot be changed by the puncher?—A. No.

*By Mr. Boys:*

Q. The protection is that he sees that no one person punches more than once.—  
A. Right, that is the idea.

*By Mr. Charters:*

Q. Is it possible to punch the clock and then get out of the room?—A. No.

Q. No going to market?—A. Absolutely no.

Q. You say you dock them at the end of the month?—A. Yes, if they are late, unless they have a good explanation.

*By Mr. Boys:*

Q. After six times, is that it?—A. I do not think we have set any particular time; we deal with each case on its merits. An investigation is made.

*By Mr. Redman:*

Q. You have the right to dock for one offence.—A. We have the right to dock for any offence.

*By the Chairman:*

Q. In a branch where there may be fifty employees it will take some little time to punch the clock. Is that done before nine o'clock or after?—A. They must be in before nine o'clock. There is time.

*By Mr. Charters:*

Q. Have you docked any?—A. That I cannot answer, but I know the regulation exists, and it is carried out under the supervision of the Assistant Deputy Minister. I am quite sure that if there have been any discrepancies, they have been dealt with in accordance with the principles laid down.

*By Mr. Boys:*

Q. What are the hours?—A. From 9 to 5 with an hour and a quarter for lunch.

Q. How do these hours compare with the hours of the Fairbanks-Morse Company of Winnipeg and Calgary?—A. Identical.

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*By the Chairman:*

Q. You work longer hours than in other departments of the Civil Service?—A. It is absolutely necessary to get through our work. Our work must be done now, not six months from now, and we have to push all the time.

Q. Have you any difficulty in getting the employees to put in a little extra time?—A. No, generally the esprit in our organization is very good. They all realize that this is an emergent job, and all are quite willing to turn in and do what is necessary.

*By Mr. Boys:*

Q. How does the remuneration of stenographers in your department compare with the remuneration of the stenographers that you had with the Fairbanks-Morse people?

—A. On the average lower.

Q. Lower in the department?—A. Lower here.

Q. Have you had any experience in Toronto?—A. Not for some years.

Q. I suppose it is a fact that remuneration out west is considerably higher than it is in Toronto?—A. I would not say that with regard to stenographic clerks.

Q. I may be wrong, but I think you are mistaken?—A. Of course our work often was of a technical nature and we had to have pretty good stenographers.

Q. May I revise my question and put it this way: Having in view the ability of the average stenographer employed by the Fairbanks-Morse people in Calgary and Winnipeg under your management, and the average ability of stenographers in the department, how do the salaries compare?—A. About the same.

Q. The hours are identical?—A. Yes.

Q. You are aware, of course, that there is a difference in the hours in the department from the 1st of June to the 1st of October?—A. Quite so, but we have never made them effective and there has never been any objection.

Q. Your hours throughout the year are from nine till five?—A. Right.

*By Mr. Redman:*

Q. How do you check the irregularity of the administrative heads in regard to lateness in attendance?—A. I am usually at the office before any of them, and I am usually there until all have left, and it very often happens that before my mail comes in the morning I will take the opportunity of getting a minute or two with the various administrative heads, and I find that as a general rule they are there.

Q. You have not had any trouble?—A. No.

*By the Chairman:*

Q. You believe in the power of example?—A. I certainly do. You cannot ask your staff to do what you are not prepared to do yourself.

*By Mr. Redman:*

Q. Nor can the administrative heads?—A. Quite so. That is why I think we have been able to get the work out of the staff. They have never murmured; they have been ever loyal.

*By the Chairman:*

Q. Supposing an employee is absent to-day; who takes note of that in the first place?—A. It is shown on the time clock if he or she does not punch in coming in or going out, and it is also taken note off by the chief clerk of the branch.

Q. Does that not take up a considerable part of the time?—A. No, because our absences are very few.

Q. Your branches are not organized by appointing a clerk for each set of ten or fifteen employees?—A. No.

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Q. We had evidence that one other department was organized in that way?—  
A. No, the chief clerk has supervision of the whole work in this branch, and he is moving about all the time to see that the detail work is being carried on, and of course he has certain duties to perform himself which will take him around the office, so that he carries on both duties at the same time.

Q. Now, have you much difficulty in regard to punctuality or lack of punctuality?—A. Not since we put the time clocks in and definitely set down the regulations.

Q. And what about the attendance? Have you difficulty with the irregularity of attendance?—A. No, we have not.

Q. What are your regulations regarding that, to insure regular attendance? What are your methods?—A. Whenever any employee is absent without leave, he immediately comes before the head of the administrative branch and is called upon for an explanation. If an employee wants to get leave of absence other than sick leave he goes to the administrative head and asks it, and if there are special grounds for granting it, he grants it.

Q. Returning after he has been absent without leave, he is called on to give an explanation. What explanation would be considered acceptable?—A. Sickness, or some emergent trouble at home.

Q. In case of sickness does he bring a medical certificate?—A. Yes.

Q. If he is only absent one or two days?—A. I would not say that a medical certificate would be demanded for one or two days, unless the individual was consistently absent for one or two days periodically.

Q. You do not follow closely the regulations of the Civil Service Commission which permits an employee to be absent so many days without a medical certificate?—A. Yes, I would say that we would, because what I said—

Q. Do you find that abused?—A. No.

Q. How do you prevent it being abused?—A. The evidence of it is this: We have a total staff of 538.

*By Mr. Redman:*

Q. In Ottawa?—A. Yes.

Q. The total days absent during the fiscal year ending March 31, 1919, was four days. That includes both sickness and other leaves. Absent on sick leave, one gentleman eight days. Absent on leave of absence, 2.2 days.

Q. Is that all with pay?—A. Yes, that would be with pay.

*By the Chairman:*

Q. Can you calculate the average number of days absent?—A. The total number of days absent including sick and other leave—

*By Mr. Redman:*

Q. Outside of regular holidays?—A. Oh, yes; 2,175.

*By the Chairman:*

Q. Average four days?—A. Yes.

*By Mr. Redman:*

Q. Do you ever look up any business records to show what is considered a reasonable amount of absence in a big business concern for sickness and incidental leave?—A. No, I never have.

Q. You have never seen statistics?—A. I imagine they are available, but I have never gone into the question, because it never was a question that was a live issue.

*By Mr. Boys:*

Q. From your experience in this department and from your experience with the Fairbanks and Morse people would you think the absence you have just given regard-

[Mr. F. G. Robinson.]

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ing your department here would compare favourably with the average in Calgary and Winnipeg?—A. I would say yes.

Q. You think you would be safe in saying it would not be exceeded by more than one or two per cent anyway?—A. I would think so, it is about the same.

Q. Would you express an opinion as to this? Would you expect in any business or department—and when I say business I mean apart entirely from the Government service—A. Yes, a commercial business.

Q. Would you expect to find an average of over five per cent?—A. It depends upon the nature of the employment, and without going into it thoroughly I would not like to express an opinion until I have gone into the matter fully and secured comparative data.

Q. I want you to appreciate, and I am only asking you having reference to what you have said, namely the knowledge you have gained in your own branch, and also as manager in Calgary and Winnipeg of the Fairbanks-Morse Company, and basing it upon that I then give you a margin of over two days, from one point something average absence to five, the figure I am putting before you, do you think you would expect more than an absence of five days on sick leave?—A. No, not unless there was an epidemic or something.

*By Mr. Charters:*

Q. Taking your staff, are you getting as much work out of them as you did with your staff in Calgary, when you were manager of a private corporation?—A. No, I do not think so.

Q. Why not?—Because the nature of the work is different. It is more of a clerical nature, and sometimes you will find that those who are employed by the Government look upon their work as a task rather than as an accomplishment to be done during the day. They do not have the same ambition to go ahead as you find in a commercial organization, although we have tried to introduce that feeling amongst our staff by promoting those who proved themselves efficient, and I think it has a very salutary effect.

Q. Dealing with that question of promotion, how are those promotions made?—A. Those promotions are made by me on a recommendation of the heads of branches.

Q. Apart entirely from the Civil Service?—A. Yes, because they are all temporary employees.

Q. In other words, your employees know that those immediately supervising them are the ones that will promote them or leave them where they are?—A. They know that if they do not make good they have to get out.

Q. Have you found it necessary to dismiss any?—A. Some, but not very many.

*By the Chairman:*

Q. Back to that absence business again, before we close that up, the degree of absence is considerably less than it has been in some of the departments?—A. That is encouraging.

Q. I wonder if you can help us get at the cause, why sickness should be less in your department than in other departments and why the absence should be less, because that is what we are seeking for. Do your employees undergo any medical examination before going to work?—A. No, I know so little about the conditions existing in the other departments that I—

Q. Perhaps you can tell us the precautions you take against absence in any form?—A. The precautions that we take are first, we have a time clock, where there is an absolute record that cannot be questioned by the individual employee as to whether they have been present on a certain day or not, and secondly we have very close supervision of the employees during their daily duties. Third, any employee who is absent for any cause whatever is immediately called on the carpet.

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Q. By the Chief?—A. By the Chief Clerk or administrative head. If it is a case of persistence in absence it goes to the administrative head of the branch. If it is simply an isolated case, and the Chief Clerk is satisfied with the explanation given, it is allowed to go. Then there is an incentive in the department to each employee to apply himself assiduously to his duties because the employees know that if they do that they will get on. I think that is the greatest spur that exists, and I think it is the greatest guard you can have against a lackadaisical attention to the work, and staying off a day or not. If they are interested in their work and they know that if they are away to day that work will have to be held over, and somebody else will be kept back, they are not going to stay away, they are going to come and play the game with the rest of the staff.

*By Mr. Boys:*

Q. If you did not have the power yourself to promote or dismiss, do you believe you could secure the efficiency you speak of to-day?—A. No.

Q. You know you could not?—A. I know it.

Q. You know it not only from your experience in your department, but from your experience in a managing capacity in commercial life?—A. Absolutely. My staff in commercial life was absolutely under my control, and if you are in a responsible position you can hardly be expected to be responsible if you do not have sufficient power to carry out your responsibilities.

*By the Chairman:*

Q. It will depend a good deal on the alertness of the chiefs of branches?—A. Entirely so, but it goes on through your organization.

*By Mr. Boys:*

If the work is not being done, the chief can make his inquiry and rectify it?—A. Quite so. If you have an efficient organization at the top, you are going to have a more efficient organization at the bottom.

Q. Apart from that feature, the other improvement we have just discussed, the matter of control and dismissal applies?—A. Absolutely essential, I think.

*By the Chairman:*

Q. Have you any provision in your organization for the care of female employees especially?—A. No.

Q. No lady director?—A. No.

Q. No rest room?—A. No. We have found it difficult to get sufficient room in which to carry on our work, let alone providing a rest room, but we try as much as possible to eliminate any night work. We figure that if the staff do a good day's work, that is all that can be expected of them.

Q. Supposing an employee is not feeling very well in the middle of the forenoon and you had a room?—A. I agree with you absolutely, we ought to have it.

Q. You think it would be an advantage?—A. Yes, except that it must be very carefully supervised, so that it is not abused. I agree with you in the value of it, but offsetting that, there is a disadvantage which must be considered as to the possibility of its being abused.

Q. There could be an official directress perhaps?—A. Yes.

Q. You have a statistical branch. We are interested in getting a knowledge as to whether there is any overlapping between the various departments?—A. I can set your mind at rest upon that. Our statistical branch is practically a part of our accounting system. We handle our accounts under the Hollerith system, the basis of which is a punch, and it enables us to control our expenditures and know exactly where we stand each day.

Q. What does one of these machines cost?—A. If I remember correctly, the rental of the machine is something like \$1,200 a year. They are not sold.

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*By Mr. Boys:*

Q. For one machine?—A. \$1,200 a year, yes. But let me tell you what it will do. We got back from overseas between the 14th February and the 31st of March 275,000 questionnaire cards, giving information as to the class of employment that each man wanted to follow when he came back, where he wanted to go, what his previous occupation was, etc., etc. By using this Hollerith machine we were able to tabulate 6,000,000 items of information, distributed over twenty-two dispersal areas throughout Canada. By employing a staff of thirty clerks whose average salary was \$50 a month, the machine has paid for itself time and time again.

*By the Chairman:*

Q. Do they have these machines in the statistical bureau?—A. Yes.

Q. Why cannot that work be done there?—A. Our machine is primarily in connection with our accounting system. We have an average of from 25,000 to 30,000 men on our strength. They are coming on every day, and they are coming off every day. Their dependents also receive cheques. We have to keep count of them. If you tried to do that by ordinary clerical methods we would never know where we were at. I have the operating statement on the 10th of every following month on my desk. I know what it costs me to do business. I know how much we have paid out in allowances. I know how much has gone to the dependents and to the men themselves. In other words, I know each month what we have done. If you are running a business you should be able to know where your money is going, and you cannot possibly do that unless you have the Hollerith machine on a job like this.

Q. You say it is in connection with the accounting?—A. Absolutely. Our whole accounting system is based on the Hollerith system. I could not possibly have that work done outside the department, because our records would be scattered all over the place. You have to see that the records, that is the pay list and so forth, the vital records covering the expenditure of very large sums of money are kept.

*By Mr. Charters:*

Q. You say that you pay \$50 a month. Do you get people to work for that?—A. We take young girls, and the man who is in charge of the statistical branch trains them.

Q. There is no trouble about getting them?—A. Not for that work because it is purely mechanical work. They do not need a great deal of intelligence.

*By the Chairman:*

Q. I see that you have girls of 16 and 17 in your employ. I suppose if you were directly under the Civil Service Commission you could not employ girls of that age?—A. We have considered ourselves as directly under the Civil Service Commission.

Q. I thought that under the Civil Service Commission no one could be appointed under 18 years of age?—A. The Civil Service Commission has vided every appointment that has been made. Mind you, many of our employees were carried on into our organization from the Military Hospitals Commission which was operating before the Civil Service Commission came into being.

*By Mr. Boys:*

Q. I always understood that the commission did not permit you to employ any one under eighteen?—A. These may be legacies from the Military Hospitals Commission.

Q. There may be special reasons?—A. Yes.

*By the Chairman:*

Q. A girl of 16 or 17 can operate one of these machines very expertly?—A. Quite.

Q. Particularly if she is a piano player?—A. Exactly.

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Q. You have a purchasing branch? A Bill is going through the House to organize a purchasing commission?—A. If our relations with the new Purchasing Commission are what they were with the old War Purchasing Commission, everything will be quite satisfactory.

Q. How will it affect your staff in the matter of purchasing?—A. It won't reduce our staff or purchasing cost at all, because we believe, and the War Purchasing Commission have never told us otherwise, that we are purchasing to the best advantage at the present time. We have always worked under the War Purchasing Commission ever since it was an organization.

Q. Do you make your own purchases?—A. No.

Q. What is your method?—A. A great proportion of the material we require is of a technical nature, machinery for the equipment of hospitals where men are being treated, medical equipment, surgical equipment, special varieties of plumbing in connection with the equipment of hospitals and so on. We also purchase very large quantities of food supplies. The arrangement that we made with the War Purchasing Commission was that we would call for tenders. We would send them copies of our request that we send out asking for tenders. They would indicate to us any firms that we should add to our list, or if any firms we were asking to tender were not responsible, they would let us know. I do not think they ever proposed to cut anything. The tenders were received in a sealed envelope and were opened in the presence of a representative of the War Purchasing Commission and scheduled. Then our Chief Purchasing Agent together with the head of the administrative branch who required the technical material outside would then consider what was the best value. The recommendation was then sent over to the War Purchasing Commission so that they might view it and question the judgment if they saw fit. They have questioned some, but usually the original judgment of our business has been upheld.

*By Mr. Boys:*

Q. Is that right of view a courtesy or a regulation?—A. A regulation.

*By the Chairman:*

Q. Why should you keep up a purchasing staff when a purchasing staff already exists?—A. The clerical work that must be done in connection with the purchasing has to be done somewhere and it is just as economical to do it in our office as to do it across the street in the office of the War Purchasing Commission. The possibility of purchasing everything, and eliminating through one central office, the actual placing of the orders there, and carrying on the whole machinery of purchasing in one office for all Government departments seems to me an unwieldy and impossible proposition. What I say is this though; the War Purchasing Commission has been of great assistance to us when we have been placing large contracts, because they would combine our requirements of staple articles with the requirements of staple articles of other departments and buy in large quantities. And then having made a contract for all Government departments, our purchasing department can draw on that contract just as they require the goods. But the advantage has accrued to the Government in that the whole requirements of the Government are lumped into one contract, and therefore a lower price was probably secured, but the placing of the individual requirements of the various departments must be done by the various departments, because they do not know when they are going to require these articles. A contract might be made up, and you might require a certain quantity of flour. I cannot tell how many patients we are going to have in a hospital a month or six months before the goods are needed.

*By Mr. Boys:*

Q. If there was a central purchasing commission, you could requisition that commission for what you want?—A. Quite so, but somebody would have to requisition.

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Q. I gather that you have a lot of things to purchase, and to do so properly you think that the men who have the actual knowledge of what you require should have it in hand because they could do it as quickly and just as economically as through a central commission?—A. Quite so. I say, nevertheless, that the War Purchasing Commission has served a most useful purpose in connection with the purchase of staple articles required by all departments, but when it comes to the purchasing of special articles it would not be handled so satisfactorily. The way it has been handled has saved money to the country—and has not held us back in the work. They have been exceedingly co-operative with us.

*By the Chairman:*

Q. If you did not consult the War Commission at all would you require to enlarge your staff?—A. No.

*By Mr. Boys:*

Q. It is done as a check on the prices and on the standing of the various firms?—Yes, principally for the purpose of lumping together the requirements of the various government departments for staple articles.

Q. The idea being that in buying in quantities you get the goods much cheaper?—A. Quite so.

*By the Chairman:*

Q. You have an engineering branch?—A. Yes.

Q. Several other departments have engineering branches. Is there any overlapping so far as you know?—A. No, and I will tell you why. We have had to meet most unusual conditions. We are dealing with a problem that has never been dealt with in the world before, in the comprehensive way it is being dealt with in this country. We have had to develop a great deal in the way of hospital construction that never was conceived before. The development of this requires specialized investigation, a specialized knowledge and close association with those who are going to carry on the professional or technical services in the buildings which are going to be provided. Take for instance the treatment of tuberculosis. We have received a great many favourable comments on the cheapness of our construction and notability and admirableness of the design. Then again in connection with our vocational retraining work we have to equip shops. We have to lay them out. Therefore, special technical knowledge is required, not only regarding the requirements of an ordinary machine shop layout, but having special consideration of the fact that we are training disabled men. Our engineering branch is a very small part of the organization. They also look after the maintenance and upkeep of the hospitals and various vocational retraining schools and other premises that we have to operate in connection with the work of the Department.

*By Mr. Boys:*

Q. Standardized equipment and plant would not be suitable for your work?—A. No, not unless they are standardized as we have standardized them after experience and study.

Q. That would be special standards?—A. We have standardized them, as a matter of fact.

Q. I was referring to the public works?—A. They would not meet the case at all.

*By the Chairman:*

Q. In the Public Works Department in the past they have not been under the necessity of building hospitals and such institutions?—A. No.

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Q. It requires the employment of men specially fitted for that?—A. Perhaps I had better explain that to you—

*By Mr. Boys:*

Q. Were they built under the supervision of the Public Works Department?—A. I was going to explain that to you. On the 1st of January, 1917, we had on our strength and for treatment 1,250 men. On the 1st of July of the same year we had on our strength for treatment 12,500 men. That was the Military Hospitals Commission. It was necessary that an intensive comprehensive scheme be worked out for providing accommodation for that tremendous increase in patients. That was the time that the Engineering Branch of the Department was originally got together, because the Public Works Department had had no experience in this specialized kind of construction. We provided the beds, and we supplied them at a much lower cost than similar and even inferior beds were built for in the United States, within a very few months. When the department came into being in 1918 this work, which had then got over the hectic stage, was all transferred to the Department of Public Works, and all our records and plans and everything else were turned over to them and were then retained as an assistance to the Public Works Department, and to carry on our continuity of policy, the nucleus of an engineering branch, but it was very, very much smaller and could not be compared in expense with the engineering branch that we had when we originally started the work. That is the history of our engineering branch.

*By Mr. Boys:*

Q. Was there not some change about last October?—A. That is the change to which I refer.

Q. Is Mr. Bird with you?—A. No, never.

Q. Whom is he with?—A. He is with the Public Works Department, but what his duties are I do not know.

*By the Chairman:*

Q. This is a statement of your branch as at present constituted? This is dated April 1?—A. Yes, that is it approximately.

Q. Regarding your medical director's branch, how many medical men have you on your staff?—A. Here in Ottawa?

Q. Yes, when the positions were all filled?—A. You only want the professional men, not the clerks?

Q. No.—A. Seven.

Q. Their salaries vary considerably. Have you difficulties in getting men at these salaries specified in this statement?—A. I would not say that there is a constant demand from the medical service for increased salaries, but I think the condition is general throughout Canada, on account of so many men being still overseas.

Q. Have you had any special dissatisfaction amongst the medical men of the branch as to their salaries?—A. No, not to my knowledge.

Q. Would that matter come before you—that any men were dissatisfied with their salaries?—A. Yes, if they were in subordinate positions.

Q. For instance, if a director were dissatisfied with his salary would he come to you?—A. He might come to me.

Q. He might not?—A. If he chose to do otherwise he might do it. He might go to the Minister directly if he wished to.

Q. The deputy director was drawing \$375 a month. Was that salary quite satisfactory to him?—A. I have never heard him complain of it. It was never brought to my attention that he was not satisfied with it.

[Mr. F. G. Robinson.]

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Q. What experience had he in such work as that? He had military service to his credit in France?—A. As a matter of fact I am not in a position to give you very much details regarding the professional qualifications of those in our medical service, and that matter was always left entirely to the director of medical service to pass upon the professional qualifications of the men in his branch.

Q. You have a number of married women employed and one whose husband is living?—A. Yes, and she is a most valuable employee. She earns her salary every month. She is a specially trained woman. She has been with us for a long time.

Q. Was she in the Service before marriage?—A. I do not know that she was in the Government service, but I know that she had been a stenographer for many years, a secretary, and that is what she is. She is secretary to the Director of Vocational Training, and she has a full knowledge of all his work, and has had that ever since his work was started. She is a most capable employee.

Witness discharged.

Committee adjourned.

WEDNESDAY, June 18, 1919.

The Committee met at 2 o'clock p.m., Mr. Steele in the chair.

The CHAIRMAN: I have a statement forwarded by Mr. Sydney Smith, of the Post Office Department, in response to our request, when he appeared before us on Friday.

Mr. JOSEPH CHARLES O'CONNOR, SWORN.

*By the Chairman:*

Q. What is your official position in the association?—A. President of the Civil Service Association, of Ottawa.

Q. What parts of the Civil Service does it include?—A. It includes civil servants at Ottawa, but not those who are employed specifically to look after the city or district of Ottawa. The local Post Office staff, local weights and measures, and so on are not eligible, but all others are.

Q. How long have you been president of the association?—A. Since last November.

Q. Were you engaged with the association before?—A. Yes, I was a member of the executive and an officer—about eight years all told.

Q. When was this association organized?—A. The exact date I cannot say, but I can tell you the circumstances. It was about 1907, when the Courtney Commission was investigating. That investigation subsequently led to the Civil Service Act of 1908, by which the Civil Service Commission was formed. At that time, it was felt that representations should be made by civil servants with regard to conditions as they understood them in the service, and they prepared a memorial and they presented it to the Courtney Commission.

Q. Could you make a statement as to the present intentions of the association?—A. The object of the association (reading) "shall be to promote the common interests of the civil servants employed by the Government of Canada." As we understand it, there is no difference between the interests of the civil servants and the Government. They are identical, although looked at from different points of view, of course.

Q. What position do you occupy in the service?—A. Accountant's Branch, Post Office Department, assistant in charge of postal notes.

Q. We called to have a representative of the association with us to-day. This committee believe that our function is to assist the Civil Service in securing efficiency in every way. We understand that it is to the interest of the service that the greatest efficiency should be maintained. We should be glad to have from you any statement which you desire to make in connection with any phases of Civil Service operation which

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you feel disposed to make.—A. I may say that I have no formal statement to make. The notice was so short. I expected to have twenty-four hours also to collect some of our papers and to place them possibly before the committee. Perhaps later I may be able to do so, and then if you would like me to make any statement on some of our official papers, I shall be glad to do so. We have a stated idea of Civil Service efficiency, and of the means by which it should be reached. On two or three occasions, notably the memorial presented to the Courtney Commission to which I have referred and, later on, a general statement presented in 1912 in the form of a memorial to Sir Robert Borden. Then when the various amendments to the Civil Service Act were being considered we presented our views from time to time.

Q. What the Committee is most interested in is what your views are?—A. One thing which has been on our programme since the beginning is the recommendation of a proper scheme of superannuation. We believe that it is necessary to the efficiency of the Service.

Q. Would you mind speaking on your views as to what the efficiency of the Service is and we will get the remedies afterwards?—A. Our view with regard to efficiency is that a Civil Servant should be as efficient as any person employed in a like position in commercial life. It is a little difficult to state that standard but we believe that the standard can be set and maintained under proper rules. The difficulty is in the control of employees, in the control of employment problems.

Q. Before you go on with that, we must assume then that you think the efficiency is not maintained to that standard?—A. I would not say as to whether it is or is not maintained to that standard or if the efficiency is as great as it can be. I do not think it is as great as it can be, but I am not prepared to make a comparison with outside companies.

*By Mr. Long:*

Q. You differentiate between the efficiency of the Service and the qualifications of the servants. So far as qualifications individually are concerned they are perhaps just as high as in any commercial activity?—A. No, I was not dealing with it from that point of view. From the point of view as to whether for the money expended and the people employed the Government was getting the same results as would be got by business firms I am not prepared to say. But I am prepared to say that the efficiency is not so great as it might be.

*By Mr. Charters:*

Q. What is the cause?—A. Partly lack of control of employment problems, partly lack of superannuation which has in its train a whole lot of evils.

*By Mr. Redman:*

Q. What do you mean by control of employment?—A. By control of employment I understand that the person doing the employing will get that for which they pay, that when they have a certain position they want certain qualifications, a certain type of person and that they will get the person of that type, and if the person is unable to fulfil those qualifications that he will be given another position or released from duty.

Q. Do the Civil Service Commission not do that?—A. That is their duty. But it is a pretty big duty and I doubt if they have been able to do it.

Q. You think possibly the deputy heads could do it more efficiently?—A. I would not say that. But the deputy heads with the Commission might do it more efficiently.

Q. How would you carry it out?—A. Classification properly carried out would have a great effect. A proper system of examinations would assist. Our examinations at the present time are largely academic. You have the same examinations for say, postmaster as you have for a mail clerk, or as you have for an accountant.

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*By Mr. Charters:*

Q. Are you getting a better class of employees since the Civil Service Commission has had charge of appointments than you had before?—A. I would hardly say that. In some cases, yes. In some cases, no. They are in a great many cases younger. They have not the experience. And the conditions since the Civil Service Act are such that the salary has amounted to a steadily decreasing salary. Consequently they could not expect to get men as efficient in 1918 as in 1908.

*By the Chairman:*

Q. Suppose we continue along the lines we started with, of efficiency or inefficiency. You started to state the cause of inefficiency. Will you continue?—A. One of the difficulties is the absence of definite lines of authority in the department. That is to say the deputy has general charge of the department. Certain of his duties are delegated to certain chief clerks and they delegate certain of their duties and so down the line. Therefore they are not well defined. They change from time to time. They vary in different departments. Consequently the control varies in different departments and what is considered quite out of reason in one department would be winked at in another and even encouraged.

Q. How does that affect the efficiency of the Service?—A. It naturally affects the efficiency of the employees. Where the deputy has greater control of his subordinates, of the employees who actually do the work, he has greater efficiency naturally. I have referred to the different methods. The methods are not uniform.

*By Mr. Redman:*

Q. Where a deputy has greater control in some departments, greater efficiency results?—A. Yes.

Q. Would you extend your idea of control by the deputy to the point where the deputy would have the right, the same as any head of a business firm, to discharge employees if unsatisfactory?—A. No.

Q. Why not?—A. Because a deputy is not responsible, as the head of a business firm is, to the people whose money he is expending. He is responsible under certain laws and rules. He has not the same power.

Q. I am presuming we would change the laws and rules and give him the same power as a business head. Would you have the same condition?—A. No, because you have about forty different heads and forty different ideas in each department.

Q. So long as you have efficiency in each department?—A. I don't think there are forty ideas of efficiency which are all perfect.

Q. There are forty businesses which are all efficient.—A. On very different lines. They are not equally efficient.

Q. They are all efficient enough to carry on.—A. To carry on, yes. But the efficiency should be of a certain standard. They put it at 85 per cent. All those forty businesses would not reach that standard.

Q. Eighty-five per cent of what?—A. They take a measuring-stick. They take a very good man. Seventy per cent of what a good man will be will not do. A man who passes 80 per cent will be satisfactory. Ninety per cent will be away above the average. About 85 per cent is considered a very good mark in efficiency.

*By the Chairman:*

Q. Will you go on now with the other causes of inefficiency?—A. The question of employment control comes down to this: That in a business the rules can be changed very quickly if they find a certain method is not satisfactory. They can change them offhand or over a week-end. But the rules with regard to the Civil Service must be

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laid down sometime in advance and must be adhered to and if they are not working satisfactorily it takes some time to remedy them, the result being that abuses which creep in take a long time to correct. They are not noticeable at first and, gradually growing, naturally become more frequent. It takes that to bring them to the attention of the authorities.

Q. Do you believe that that has resulted, up to the present, in reducing the efficiency of the Service?—A. Oh yes, I believe that. As to whether the Service is more efficient now than it was ten years ago I am not prepared to say. Parts of it are certainly more efficient. Parts of it may be less efficient.

Q. Are there any other causes?—A. I don't think of anything just now.

*By Mr. Redman:*

Q. You stated that the fact that there are rules which prevail constantly, which cannot be broken, works against efficiency. Supposing we put it on a business basis and empowered the Civil Service Commission or the deputy heads to change these rules, would it eliminate that cause?—A. That would help greatly—if you gave greater power to the commission, in consultation with the deputy heads, to change the rules, I believe that when they find any rules not working properly they should be in a position to change that rule quickly and remedy the state of affairs they find to exist.

*By the Chairman:*

Q. Would you elaborate your statement by some cases and say how the authority of the heads of the branches is interfered with by such rules? In the Civil Service the efficiency in a branch must be largely under the control of the head of the branch?—A. Yes.

Q. Wherein is he restrained by these rules from securing that efficiency?—A. That is very simple. He has for instance an inefficient employee. He warns the employee, cautions the employee, and after several times decides that the case must be taken to higher authority. It is then taken to higher authority and there is nothing to do. There is none to punish the employee or to get rid of him.

Q. It means that he has no power to get rid of an inefficient employee?—A. Yes, and after a while, that is naturally noticed by the other employees and has a bad effect on them. They think rules can be broken if not with impunity at least with a very slight rebuke.

Q. What about the over-manning of the departments. Can you tell us anything about that? Where there is inefficiency, there necessarily will be over-manning.—A. I think that is a very difficult thing to get at, but it is not so much a question of classification as it is of organization. If you have a proper organization, the over-manning will hardly be possible because certain work will require two, three or five people. They will be employed. They will be under proper authority and they will do their work properly. Where the organization is not good, where the work changes or increases and the organization is not changed to suit the circumstances, the easiest way is possibly to add one or two or three employees and let the work drift along. Then here, in Ottawa, one of the most glaring things we have to destroy efficiency is the fact that departments are spread all over the city. For instance, if a department feels that it needs a larger building it sends one branch to a certain other part of the city. Then another branch from another department possibly is sent out to this building. Thus we have departments spread here and there all over the city and we have letters written and messengers running backward and forward where matters might be settled by word of mouth.

Q. Have you any statement as to the number of buildings occupied by departments?—A. No, I have no statement, no specific figures prepared.

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*By Mr. Charters:*

Q. Do you know how many buildings are occupied by the Interior Department?  
—A. I have heard the number at from twelve to fifteen, I could not say.

*By the Chairman:*

Q. Are there any other conditions you can tell us about? What about the absence of employees—A. I notice that matter has been gone into a little but the difficulty has been of course that this was an exceptional year.

Q. From your own experience do you feel free to say anything about it?—A. I feel quite free to say that on occasions some employees take advantage of the leave of absence, but I am quite sure that it is not general, that there are perhaps employees who don't take advantage of their full leave and don't attempt to take any sick leave at all.

*By Mr. Redman:*

Q. Have you ever gone into the statistics sufficiently to come to a conclusion as to what would be a reasonable number of days of absence?—A. No, I have not.

Q. Have you any idea at all?—A. No, I would not attempt to say except I remember one instance when, during last winter, Mr. Lyle and I were in Chicago we looked into efficiency records there. We talked with the Superintendent of Efficiency of the West Park Board who told us that one days' leave in each month was allowed for illness and other causes above the annual leave. That would be considered reasonable. He said there were certain members of the staff who always managed to get in that one day a month. There were others who would not think of it.

*By the Chairman:*

Q. You are in the Postal Note Division?—A. Yes.

The CHAIRMAN: In the statement we have as to leave of absence last year among their 58 employees in the branch they averaged 41 days absence over and above the regular holidays. Can you tell us if the epidemic last fall was specially felt in that branch?—A. In my own staff, comprising a little more than 20, for weeks we had only half the staff there. They were either ill with the flu or at home because there was flu in the house. There was notice sent around that people who had influenza in the house were not supposed to come to the office.

*By Mr. Charters:*

Q. Did you put on extra people to take their places?—A. No, our work is such that we can catch it up later on.

*By the Chairman:*

Q. I find that in that branch every employee was absent from one cause or another.—A. Yes, that includes myself.

Q. We find also in the statement that the male employees in the branch averaged 12.7 days over and above the annual leave?—A. That is just one of those things that go to show that statistics taken for a single year don't indicate the actual condition of affairs. Mr. Fortier who is in charge of that branch, had not taken any annual leave for three years and he took six weeks last winter.

Q. I notice that the females averaged 43.6?—A. It is very high. I think it is too high.

Q. Have you any general explanation to give why the females were absent more than the males?—A. No, the matter does not go through my hands.

*By Mr. Redman:*

Q. Were any of them nursing cases?—A. I think a few were. I have in mind one or two who, I understand, were nursing.

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*By the Chairman:*

Q. While we have not made an inquiry regarding leave in 1917, regarding leave in this branch, we have made inquiry in some other cases. While it was less in 1917, still it was very great. Does your association discuss matters of that kind?—A. Not from that point of view.

Q. Would it not be made lower if your association took it up in this way that when employees are absent from the office it at once creates a feeling of dissatisfaction in the other employees unless they know that they are properly absent?—A. Yes.

Q. It tends to increase the amount of work that the other employees must do, and would it not be in the interests of other employees to reduce as much as possible this unnecessary absence?—A. Yes, certainly.

Q. For that reason would it not be a good subject for discussion by your association?—A. Yes, the point is whether it is better to discuss it in that form or in another form when we discuss efficiency.

*By Mr. Redman:*

Q. Sick leave is usually granted on doctors' certificates?—A. Yes.

Q. And you personally have faith in the doctors' certificates have you?—A. No, far from it.

Q. What do you say in reference to the appointment of a special medical board of three members employed constantly by the Government, somewhat similar to the military boards who pass upon the soldiers, from whom it would be necessary to get certificates as to the necessity for leave on account of illness? Would that remedy the situation at all?—A. I have advocated the employment of a doctor by the Civil Service Commission, and so do some other persons, but some of the civil servants advocate being allowed to get certificates from their own doctors.

Q. You cannot speak on behalf, of the association, so I cannot ask you if it is agreeable to the association?—A. I cannot, because some members favour it, and some do not. Personally I favour the idea.

Q. Have you anything to say regarding the cause of inefficiency or management, if not we will take up the remedy?—A. No, I have not.

Q. What is your opinion with regard to the length of hours during which the service works. I notice it is a rather difficult subject for you, but if you care to express an opinion?—A. In the service at Ottawa?

Q. Generally, yes.—A. I think six hours are pretty generally considered to be the business hours for the service.

Q. What are they?—A. From nine till five with an hour and a half for lunch, and on Saturday from nine till one o'clock.

Q. That would be six and a half hours?—A. Yes.

Q. And on Saturday four hours?—A. Yes, and if a person works hard at clerical or office work for that length of time they will be quite tired enough. If they do not work hard that is another matter.

Q. What number of months on the average do you work from 9 to 4?—A. Well, June, July and August. This year I think it will be July to September, it depends upon when the House closes. We would work from 9 to 4 from the beginning of June to the end of September if the House were not sitting.

Q. I think five and a half hours is too short a working day, personally, and it is a great deal shorter than the hours in any ordinary business.—A. It is shorter than in some business, but I understand that there are some businesses that have very slack seasons, and while their employees may attend the office they are not very busy. Take lawyers' offices in the summer time, there is not very much done in July and August.

Q. However, you think these are reasonable hours?—A. Yes, I think so, they are reasonable hours; of course there are some who work longer hours than that.

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Q. Yes, I suppose there is a great deal of freedom in that respect?—A. I would not say that the majority of them work overtime, but a great many of the heads and chiefs have to keep longer hours.

*Mr. Charters:*

Q. How do you keep a record of the length of time the civil servants work?—A. They sign books morning, afternoon and night. In some cases they do not sign at noon and in some cases they have a time clock like in the Separation Allowance and Assigned Pay.

Q. What about yourself?—A. We have a book, and sign four times a day.

Q. Is there a practice of sliding off and doing a little business after signing the book?—A. Sometimes, with permission.

Q. Is that taken advantage of to any considerable extent?—A. Sometimes it is, yes. There are some people have to be checked up on that, I have checked them up myself, often.

Q. What do you say as to the general faithfulness of the civil servants?—A. That is a thing I cannot speak of generally. You see my knowledge of the service is more particularly of my own department, but with regard to the faithfulness in any other department it is pretty hard for me to state, I could not make any general statement as to that.

Q. But as to your own?—A. As to my own department with some exceptions they are pretty faithful.

Q. Has there been anybody dismissed from your office within five years?—A. I have recollections of dismissals from the department, but they are very few, there were no dismissals from our office.

*By the Chairman:*

Q. These absences, speaking from experience, are largely under control of the chief of the branch, are they not?—A. Oh no, not under the head of the branch; a great deal of that absence goes before the Deputy Minister and the Commission.

Q. But if a person is ill for a day or two does that have to go to the Deputy Minister?—A. If it is a day or two sick leave the head of the branch can pass on that.

Q. All the applications and excuses for leave are not sent to the deputy?—A. No.

Q. That is what I mean it is largely under the head of the branch?—A. Yes, but the average is not brought up by the few days' absences.

Q. I am not speaking of the average, but of absence of employees from their work?—A. Yes, but all special cases have to go to the Deputy Minister.

Q. What are your remedies, you spoke of superannuation?—A. Yes, I spoke of superannuation.

Q. How would that give us a remedy?—A. It would get rid of those who are willing under satisfactory conditions to be retired from the service because they are no longer efficient. Many of them will admit in their candid moments, at any rate, that they are not as efficient as they used to be, and look forward to superannuation, and in case where it is not available, they have very little to look forward to. It would improve conditions in this way; that a person who is ready for superannuation, occupying a position in an office, cannot be as efficient as one who is in the full vigour and use of their faculties, and consequently the tone of the office is liable to drop a bit, if the number of persons who should be superannuated is at all high. In some cases it may be high. I have heard of four or five in an office that they thought should be superannuated without any doubt, and there are others in which there might be some question.

Q. The greater number in an office that are ready for superannuation interferes that much more with the efficiency of the office?—A. Yes, and certainly if the Civil

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Service is to be a career, civil servants must look forward to the time when they can retire, in the hope that they will not be dependent upon their children or relatives, and that can only be arrived at by some scheme of superannuation.

*By Mr. Redman:*

Q. Would they be willing to contribute?—A. Yes.

Q. You are quite sure of that?—A. Yes.

Q. How much would possibly have to be contributed?—A. It depends on the benefits, on the salaries, and the age of retirement, but a fair superannuation scheme could be worked out for about between ten and twelve per cent of the annual salaries—it would cost that.

Q. You think you are quite right in stating that the great majority would be willing to make that reduction?—A. Of ten or twelve.

Q. Whatever reduction is required?—A. I think they think that if they made one-half direct contribution, it is a well-established principle that in the long run the service pays the whole amount of superannuation, and in some services it has been found to run as high as 30 per cent of the pay-roll. Of course that was unreasonable. That was in Great Britain. In other cases it runs as low as ten per cent.

Q. This was discussed by your association?—A. Yes, we have gone into it in detail.

Q. They are willing to contribute?—A. Yes, we have passed on it several times and one-half was considered a fair contribution.

Q. Was there much opposition?—A. Some opposition to contributing as much as that. Some people thought that two or three per cent of their salaries would be sufficient to carry a superannuation scheme, but that is not so. It would take a good deal more than that to carry their one-half.

*By Mr. Charters:*

Q. How do you justify that claim—I mean that people of the country should pay one-half of the amount? That money must come out of those who are earning their living in other callings?—A. No. As I said before, in the long run the Civil Service pays the whole amount of the superannuation.

Q. How do you mean?—A. That is spread over a term of years. The pay-roll is so much, and the superannuation account for a department or branch is so much; that is the cost of running that branch or department of the one is as properly chargeable against that department as the other.

*By Mr. Redman:*

Q. In the long run you mean the people pay it all?—A. I mean the employees pay it all. They earn it all. I mean that the employees pay it all by earning it. If they contribute half directly, they contribute the other half indirectly.

Q. I can prove the employers pay it all on the same basis?

*By the Chairman:*

Q. You mean if they were paid in cash value for their services, they would be paid a higher salary?—A. Yes.

Q. That opens up the question whether the salaries are adequate or not?—A. Well, inadequate salaries involve provision for old age, and that provision, no matter what it is, has to be provided in an adequate salary. If it is ten per cent, that ten per cent must be provided.

Q. But you would not claim that civil servants should have any advantages over other people who are working, who are taxed for this?—A. No, not at all.

Q. Your arguments would apply to all workers as well?—A. Yes.

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Q. But as a superannuation scheme for the Civil Service how can you justify the Government paying this money?—A. On business lines, that business firms, railroads, and large corporations, in increasing numbers in late years, have found it good business to provide superannuation funds, pension funds; in fact, in some cases contributing the whole amount, even wiping out existing funds where employees contributed part, and undertaking to contribute the whole amount. They found it good business, and I presume they have accurate knowledge of the conditions when they decided it was good business.

Q. An employee has come, through age, to be quite inefficient, perhaps drawing three thousand dollars?—A. Yes.

Q. The department hesitates to dismiss him because there is no superannuation. They keep him in their employment at the full salary, whereas if there were a superannuation scheme he could be dispensed with at a less cost, and an efficient employee perhaps take his place?—A. That is quite true.

*By Mr. Redman:*

Q. Is there not this further argument in favour of it, that in the service you have not a chance for a big position as you have in the outside world?—A. Yes.

Q. And that you must regard your whole life to be given at a certain fair salary?—A. Yes, and they have the right, consequently, to carry you over the balance of your life, and you have no chance to accumulate anything for those days, outside of the salaries?—A. Yes, that is quite true, because if a man is advanced in the service and given an increased salary he is expected to spend that salary and keep up his position, and consequently he cannot put the whole amount by to look after his old age.

*By Mr. Charters:*

Q. Take a man getting \$1,500 in the service, a superannuation system would require the country to bear half of his superannuation allowance. Another man is working outside at \$1,500, and he is supposed to provide for his family and old age as he goes along. Why should he be called upon to contribute towards the superannuation fund of the man in the service?—A. Well, it comes back to the old argument that he does not really contribute.

Q. I quite understand your point about that, but supposing you are arguing that way before an audience in Toronto, or any place else, of mechanics or working people, who are not provided for and cannot be provided for, what would be your attitude?—A. I would say that superannuation is an ideal to strive for, that in companies which are in a position to carry out ideal methods of employment, superannuation is put in effect, but the question arises as to whether or not the Government is in a position financially and otherwise to carry out ideal methods of employment, and that if they are in that position, the people of the country should be willing to pay the cost of proper methods of employment.

Q. You would not begin at the Civil Service unless you could establish a system of old age pensions and mothers' pensions, and so on. You would not call upon the people generally to contribute towards the pensions in the inside service unless the general system had been adopted?—A. I would not say that. I think the Government has to lead, and having to lead they should adopt this scheme for their own employees, as has been done by progressive public utilities and different firms.

*By the Chairman:*

Q. I think we are free to admit that if superannuation were put in force for the Civil Service on the lines suggested, it gives the civil servants an advantage which many other workers in the country do not possess. Should it not be the aim of every civil servant, with even that one advantage, to see that the efficiency is up to the very highest

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standard, and that includes regular attendance, faithful work, and all this sort of thing? The same civil servant will say to you, "Yes, we were absent, why should we not be, why shouldn't we have a few days off occasionally"? That is an advantage which a civil servant has that employees in many other offices do not have.—A. That is true.

Q. When you bulk all these advantages in the Civil Service, and then they add to these advantages demands for other things which workers in other spheres of life cannot get, it seems to the public generally that the civil servants are getting a great many advantages?—A. I think the public is to blame then, because they do not understand the service.

Q. I am afraid if they understood the conditions which have been revealed to us, the feeling would be very much more incensed than it is.—A. I do not know—

Q. Take an employee in an office in the city. He is there every day; if he misses a day his pay is docked, and he looks at these lists and sees the number of Civil Service absences 23 days, 63 days, 94 days, 78 days, and so on, without any deduction of pay in most cases, and he feels that he is being discriminated against, and that the Civil Service is receiving advantages which he is not receiving?—A. Perhaps if he will take the number of days' work and the total salary received, and how much it figures out for a day's pay, he would find that the Civil Service were not under such advantages.

Q. That might work out in some cases, but in many cases I think it would not. However, the reason I suggest that is that if the Civil Service as an organization were to be given a superannuation system and the benefits of that, it only adds another reason why they should give the country the very best service possible, because the country will be paying a considerable portion of that superannuation?—A. I always believe that the civil servants should give their best to the service, and the majority of them do.

Q. Would not that be a good question to press on the civil servants through your association? But it might not be popular?—A. But the efficiency could hardly be maintained by the employees themselves unless the conditions are better.

Q. You can improve the spirit of the members?—A. Yes, there is one way of doing it, by having the employees place their opinions before the employers directly and you can understand that in some respects the civil servants are in the position of being employers, the deputy heads and the administrative officers are in the position of being employers, and if they are not in close touch with the employees they lose the point of view of the employees.

Q. You mean a personnel committee should be appointed?—A. It is a matter we have not worked out very fully yet, but we have considered it to be a desirable thing and we expect to have it fully worked out very shortly.

Q. Speaking in a general way what is your idea upon that question?—A. The idea has been developed in this way that certain people who are working together, heads of branches and so forth should meet together and discuss their problems; one man finds that he has a certain problem and he has solved it; another man has another problem of a somewhat similar character and has not solved it, and by meeting together they will help solve the various problems that may arise. If in each branch certain people were to meet together and discuss their work and the various aspects of it and the different methods of doing things, it would tend towards greater efficiency.

Q. Is anything of that kind done under this system?—A. Not at all generally, there may be a few cases.

*By Mr. Charters:*

Q. That would make for better efficiency?—A. Undoubtedly. Those conferences would have no executive or administrative power but there would be complaints in certain branches in regard to certain conditions which would be brought up and settled there and would not be allowed to continue.

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*By the Chairman:*

Q. You spoke some time ago about dismissals, I think your association has some suggestions to make with regard to that?—A. We have a very definite suggestion to make with regard to dismissals. At present and, I think, it has always been so, the power to dismiss rests in the hands of the Governor in Council. In the proposed Bill at present before the House that power is retained in the Governor in Council. We see no objection to that, the Governor in Council certainly should have such power, and when he desires to exercise the power of dismissal while he could do it, there should be some means of reporting as to those who should be dismissed. For instance a person is insubordinate, inefficient, away from the office and generally undesirable in the service, the question is how will you improve these conditions? The very fact of having a dismissal clause will have the effect of bucking them up for their work. But no dismissal should be put in any board or any other authority with arbitrary powers to make such dismissal. That would not be fair to the employee. He should be allowed some kind of appeal. For instance, I am in charge of a staff and I might find some person disagreeable to me for personal reasons, not because of his failure to perform his duties, and so I call for his dismissal. There is no reason for the dismissal, there should be some definite charge preferred before that person is dismissed. It may be that I might not be able to entirely prove that I am right, the board may only partially approve of it and in that case there should be some penalty provided but not necessarily dismissal.

Q. How would you overcome that?—A. By having some regularly constituted board of higher officials. There is a very regular procedure provided in some of the classified services of the United States and they found it works there very satisfactorily.

Q. Then in whom would you have the authority to dismiss?—A. You can leave the final authority in the hands of the Governor in Council.

Q. Is that not cumbersome?—A. Yes, but the Governor in Council has power and does not use it. Supposing on the recommendation of the commission—the commission has power and authority all the time to make inquiries—and if they found that a person should be dismissed they make a report to the Governor in Council of the facts which are all before them.

*By Mr. Redman:*

Q. The Civil Service Commission has such power now, have they not, to make dismissals?—A. No, the power is vested in the Governor in Council.

*By the Chairman:*

Q. Supposing the deputy head of the department had power to dismiss, and the recognized heads of branches, all dismissals to be subject to appeal, a trial board, how would that work out in your opinion?—A. That would work out very well, there would have to be some details arranged. The better way to put it would be to give the deputy power to suspend and lay charges.

Q. That is a cumbersome method?—A. Otherwise you will have to have a trial anyway.

Q. There are many employees to be dismissed who would not need to appear before the trial board to sustain the dismissal?—A. That would work out in this way: charges are made against the employee which are sent to him 5 days before the trial is held. He answers those charges; he will be found guilty, and he has got an opportunity to resign and he will take it.

Q. Supposing an employee comes into a branch day after day idling and loafing and will not give the service he ought to give, he comes late, etc., and it appears to the head of the branch, and to all, that he is utterly useless, why should not the head of the branch have power to recommend his dismissal, and send it to the deputy, why should such an employee, there may not be many such, but if there are why should the

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preliminary of going through a trial have to be gone through?—A. Well, the trouble is you set up so many standards; who are you to consider the responsible head.

Q. The chief will be responsible?—A. The person in charge may be responsible, or the person in the branch, or the department, you will have to specify who is responsible.

Q. Of course we are assuming that the head of every branch is qualified to know whether any person is worth retaining on his staff or not, and he, ultimately, will have to be responsible for his recommendations?—A. Still one person at the head of a branch might give a very poor service and another head of a branch might give very good service.

*By Mr. Charters:*

Q. If you have the right to dispense with inefficient individuals in that way, would there not be a better chance for those who do earn their salaries to get the salaries which they do earn and which they do not receive, because of the inefficient?—A. Undoubtedly, that is our contention.

*By Mr. Redman:*

Q. Does your constitution provide for or consider the possibility of striking?—A. Our constitution?

Q. Yes?—A. No.

Q. I would like to have a copy of it, I think it would be proper to have it on file? There is no mention of that eventuality?—A. No.

Q. Do you think that the Civil Service should go on a sympathetic strike with organized labour?—A. That is a question I had better answer personally because it has not been taken up by our organization. Personally I think it is absolutely wrong.

Q. For what reason?—A. Well, a sympathetic strike to my mind is a breach of contract in the first place. I can imagine cases where a sympathetic strike may be necessary but as a general rule I think sympathetic strikes are very bad things, that they are inexpressably bad, and personally I do not believe in sympathetic strikes. So that I cannot conceive of a situation arising that would call for the civil servants going on a sympathetic strike.

Q. Do you believe that a situation might arise that would call upon your association going on strike for some grievance of your own?—A. It is quite a possibility but I have never thought of any situation that would call for it.

Q. Has it been discussed in your association formally?—A. Oh no, but informally. I have heard individuals speak of it but not formally, in meetings.

Q. Have you anything further, Mr. O'Connor, you wish to state to the committee?—A. I cannot think of anything at the moment.

Witness discharged.

Mr. EDWARD LISLE, sworn:

*By the Chairman:*

Q. What is your official position in the association?—A. First Vice-President in the Civil Service Association.

Q. How long have you held that position?—A. This is the first year, just one year, and not a whole year at that.

Q. How long have you been an officer of the association?—A. I was secretary for one year, and previous to that I was treasurer, previous to that representative on the Executive for two or three years, I forget the exact time.

Q. And what is your position in the Civil Service?—A. My official position is 2-A clerk in the Naval Service Department, Stores Branch.

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Q. You have heard the evidence of Mr. O'Connor?—A. Yes.

Q. Have you anything additional to lay before the committee and if so what is it?—A. As Mr. O'Connor pointed out himself we have had very little notice and we have not had any opportunity to get much ready. But with regard to the efficiency, or lack of efficiency, there is no doubt in my mind that there is a lack of efficiency but, to what extent, I do not think any man is competent to say. Now the cause of that, to my mind, is simply due to human nature, and to no one thing only. There is a lack of opportunity, or rather there has been up to the present, both in the inside and outside service.

Q. Opportunity for what?—A. Opportunity for advancement.

Q. Promotion?—A. Promotion. The non-employment of strict business methods, such as any ordinary firms employ, for the entire service has resulted in employees abusing the privileges which, if they were not abused, would be only reasonable.

Q. On that point can you suggest some reason for the non-employment of business methods?—A. Simply because the Civil Service of Canada since Confederation has grown up by a process of evolution, improving all the time. Consequently in time you will have a good service.

Q. But it is 52 years since Confederation and why have not business methods been adopted since then?—A. Because there has been no central control; before 1908 there was no Civil Service Commission, each of the departments have administered their own affairs.

Q. To go back a little further, many businesses are run without a commission or the Civil Service and why have we not got good business methods?—A. I think simply because the people generally as employers are not interested, and the personal responsibility in the service is not so great as it is in outside business; that is, the head of the department, the administrative head has not the same personal responsibility that outsiders have. The general manager of a concern, I am speaking of the old conditions, has more direct personal responsibility than our administrative heads.

Q. Why have they the responsibility? It is the "why" of these things we want to get at?—A. It is rather a difficult thing to answer. It is simply that the interests of the public service are not the interests of private service. The head of a private service has to run the business in such a way as to make dividends; if he does not, the shareholders know there is something wrong and they inquire into the reason.

Q. Where is the difficulty?—A. The only way you can overcome that in the public service is by having some central control, and that must be in a very strong commission. That is the only way you can get it in the public service, which is the experience of all public services.

Q. Might there not be some reason for that in the class of men who have been appointed as deputies of the departments?—A. All I can answer in regard to that, is that it is a well-known fact that some deputies have not been wholly competent. It is a well-known fact that some deputies have been dismissed (I am not speaking altogether of the present; I am speaking of the last twenty or thirty years). Certain deputies have been dismissed, which proves there is a varied degree of efficiency; some deputies being very efficient and others have gone down to such a low level of efficiency as to warrant dismissal. This shows conclusively the varying degree of efficiency.

Q. Your present statement has not reference to the present deputies?—A. No, it would be impossible to make such a statement. For one thing I am not competent to judge. I have just touched very lightly on the causes of inefficiency. One further cause is the lack of a proper standard of examination for the appointment in the past. That has been one very great cause for inefficiency.

Q. I think I would not dwell very much on that?—A. And then the lack of proper method of retirement, including superannuation and a removal clause which Mr. O'Connor touched upon.

[Mr. Edward Lisle.]

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For the purpose of getting rid of old inefficient?—A. Not only the old inefficient; the superannuation of the old and dismissal of the others. Those are among the main things. If I may I would like to read a proposed clause that we have to suggest for a trial board in the Act. The clause reads as follows:—

“No person holding an office or place classified and graded under the provisions of this Act shall be removed or discharged except for cause upon written charges and after an opportunity to be heard in his own defence. The hearing shall be public and the person so charged shall be entitled to call witnesses in his defence, and to be furnished with a copy of the charges and a list of the witnesses against him not less than five days previous to date of trial. No charges other than those furnished in writing shall be preferred against the person so charged in such hearing, and no charges shall be entertained against the person so charged unless they be made within ninety days after the violation or offence shall have been committed. Such charges may be filed by the head of any department of the service, and shall within thirty days after filing be heard, investigated and determined by the Commission or by some officer or board appointed by the Commission to hear, investigate and determine such charges. The finding and decision of the Commission or of such officers or board, when approved by the Commission, shall be certified to the Governor in Council and shall be forthwith enforced by such authority.

In addition to discharge or removal, it shall be competent for the Commission, where a light penalty only is deemed necessary, to direct the withholding or forfeiture of the pay of an accused employee, or cause the transfer of such employee. Where the charges are not sustained by the decision of the Commission, the person so charged shall be reinstated in his position and there shall be no deduction in his pay for time lost while under suspension.”

Nothing in this Act shall limit the power of the Deputy Head to suspend a subordinate for disciplinary purposes without pay for cause for a reasonable period not exceeding thirty days.

All cases of suspension, with the reasons therefor, shall be reported in writing by the Deputy Head to the Commission.

The Commission shall have authority to investigate such suspension, and in the case of its disapproval thereof, shall have power to order the restoration of pay to the employee suspended.

If that clause were incorporated in our Act it would certainly tend to increase the efficiency of the service, after all it is only British fair play. There have been in the past a number of civil servants of very high positions who have been dismissed summarily, without any reason whatsoever being given as to their dismissal. The case that you brought up, of a man who was totally incompetent—you described him very fully. Even such a man as you described has the right to be heard, when the worst criminal is given a trial.

*By the Chairman:*

Q. That is very different?—A. I grant you there is a difference, but even so, what assurance have we got that that man is incompetent? Just the say-so of his chief.

Q. The chief is responsible?—A. But what is his responsibility? What happens to him if he falsifies the evidence? Nothing. A man might be absolutely worthy, and the most villifying statement made against him, and nothing could be done.

Q. You cannot have a perfect man, but the civil servant who will not earn his pay deserves very little consideration in my opinion?—A. And he would get no consideration under the clause we propose.

Q. And in the interests of the other civil servants he should not receive any?—A. He would get no consideration at all.

[Mr. Edward Lisle.]



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Q. We know quite well what would be the procedure with a person recommended for dismissal. We would have a court in the Civil Service which would in time become a very important department and every person recommended for dismissal would be canvassing all his friends in the Civil Service, canvassing the Ministers and Deputies and his political friends to use their influence in his behalf, which would be intolerable?—A. I grant you, if that were the case. The idea is to keep this tribunal as non-judicial as possible; it is simply to bring out the true facts. We do not ask for counsel.

Q. I think the person dismissed should have his right of appeal and court to which he could appeal. I doubt the advantage of not permitting any dismissal except in the way you suggest?—A. We feel very strongly on that point and further that it would certainly tend to greater efficiency in the service.

Q. Remember you are dealing with human nature. A man or woman comes into an office feeling that if they do not live up to their standard of earning their salary they are apt to be dismissed. That is the greatest stimulus you can have for many people. The other method would lessen that stimulus?—A. You mean the method we propose?

Q. Yes?—A. I do not think so, and then not only that—

Q. We will not argue?—A. Furthermore, efficiency records go hand in hand with the trial clause.

Q. Then the efficiency records, do you do anything with that?—A. I do not know. Are you dealing only with past conditions under the present Act, or with conditions that might arise in the future under other legislation because I have in mind—

Q. We can scarcely estimate conditions of the future, it is the present and past conditions?—A. I have in mind an amendment to the Act proposing the repeal of subsection 5 of section 9 which reads something like this: "Nothing shall prejudice or affect the status or right of further increase of any civil servants," which means in short that a large number of civil servants who are now entitled to go to a certain maximum will be stopped at their present salaries should their present maximum be lower than the maximum of the new classes. This will cause a great deal of discontent.

Q. I do not know that we have any jurisdiction in that.—A. The one way in which you can have efficient service is to legislate for a contented one; that is the only possible way and this principle is recognized in every progressive industrial concern.

Q. Have you anything to offer for the consideration of the committee?—A. No, I think Mr. O'Connor has covered the ground fully.

Witness retired.

Miss M. TREMBLAY, sworn.

*By the Chairman:*

Q. We will be very glad to hear you on matters relating to female employees in the Civil Service, if you have any suggestions to make or any remarks to offer with reference to conditions under which they work?—A. I would be willing to answer any questions to the best of my ability, but really I did not prepare anything, the notice was so short.

Q. Can you make any suggestions which would improve conditions among the female employees in the civil service?—A. I think the conditions, generally, that pertain to the comfort and convenience of the male servants also apply to the women. Of late years the conditions have been improved.

Q. They have been improved, but there is in some instances still room for improvement? There may be special conditions that may be improved such, for instance, as sanitary conditions?—A. In some offices there has been very great

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improvement in the last few years, but there is still room for improvement. Our association has taken the matter up and called attention to various things that required improvement and they have been attended to, but the improvement has not been as thorough or as general as it should be.

Q. What about the hours of service for female employees?—A. Well, I think I am at variance with my president in that respect; I think that the hours are too long; and from my experience for about ten years, when the hours were from 9.15 till 4.30 with an hour and a half for lunch they were sufficiently long for any one to work in an office. We work faithfully from 9 to 4 and we do not find it any great strain; but, really, it is hard to work steadily and faithfully during the present hours, I have found that when working during that period (9.15 to 4.30) I have been able to do the work without having to rub out or tear up a sheet of paper, until 4, then I began to make mistakes, and until 4.30 the work was not satisfactory.

Q. In what direction do you find the hours too long?—A. It is brain work and clerks cannot stand it.

Q. Supposing the female employees were allowed ten minutes or even five minutes in the middle of the forenoon and in the middle of the afternoon to relax, would that be of any benefit?—A. Oh, well; I think we can always do that; we are not under such strict control that if a woman (or a man for all that), felt tired she could recline in her chair or even go out and walk in the corridor for a few minutes.

Q. You have an advantage in that way that many employees in factories and offices do not have?—A. That may be; but is not that a case where the Government should see that the factories are better organized; if we have that privilege, I do not see why they should not have it also.

Q. What I asked you that question for was to ascertain whether you think it would be in the interests of the female employees to make such a provision?—A. It would certainly be in the interest of the employees to have an opportunity of relaxing in the forenoon and in the afternoon. But I think half past four should be the limit. I have observed that until four o'clock your work is perfect; and from four until half-past four you are not satisfied with it; and if you go on, you find that your work is no good.

Q. What puzzles me, and what puzzles many people, I think, is that under the conditions which seem to exist in the civil service, where the employees are not driven, except on occasion, why, the employees of the civil service with hours extending only from nine till five are so exhausted when you know that there are thousands of girls and women all over the country that are working later than that, and start earlier in the morning and are not exhausted. What is the condition in the Civil Service that produces that result?—A. Are they not exhausted, I think they are.

Q. We need not enter into an argument on that.—A. They may not be in the country, but in the cities you will find that the girls are exhausted.

Q. Just another question, can you give us any idea of what is the condition in the Civil Service?—A. These are my personal opinions. We have our ideals, though they are not even discussed; then there is the idea before you all the time that you have to be there, every day, at a certain hour, and to be there all the time, which is wearing. The conditions in the service are sometimes exasperating, I tell you, doctor, for women.

Q. Why?—A. Some women may be satisfied with the conditions; but there are others who think they are able to do better than the routine and that if a thing is not done the way it should be done for efficiency it should be improved. If they go to the chief, if I, for instance, would go to the head of the branch and suggest that if the work were done this way or that way, it would be better, I would be told, "You do as I tell you;" the letter, the law and the regulations lay down certain

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rules, and if I were to make a change in my work it would make trouble. The consequence is that the majority of women feel that they are treated like machines, which, sometimes, gets on their nerves. That is the way we are in the service, though, I think, it is a little better now, and that we are progressing.

Q. Are there any other conditions that you think exist that affect the efficiency of the employees?—A. For years those who were working in the Langevin Block noticed that the average of sickness among the employees in that building was more than it should be; and they blamed it on the conditions in the building; they decided to ask the department to change the conditions in the matter of ventilation, of getting better rooms for the women, and not pack forty or fifty in one room.

Q. Are those the present conditions?—A. No; and I think that since then the average has been lowered, and that there has been some improvement. But there may be other places where the same conditions still prevail.

Q. But you do not know?—A. No.

Q. Now do you think it would be of advantage to have one or more female employees who would spend their time in going among the women employees among the service?—A. Yes, I think it would; and I think that if a trained nurse were put in a position like that it would avoid a great many absences.

Q. What would she do that would produce that result?—A. She would be able to show to the female employees the advantages of taking proper care to avoid sickness.

Q. Would you recommend one nurse for all the female employees?—A. Well, I do not know, as to that.

Q. Or would it be of advantage to have one for each department?—A. I am not prepared to make any suggestions, I do not know what would be the scope of her ability. The reason I make this suggestion is that a great number of the girls are away from home; they have not a big salary, and they do not know the conditions, which of course, are very different from what they are in the country. They think they can live cheaply in the city, they take rooms at moderate prices and seek to board themselves; they take a little bit of breakfast in the morning, likely stay uptown at noon and take a light lunch, sometimes ice cream or something like that. They do not get nourishment enough; and they are not living under proper conditions with the result that they soon become exhausted.

Q. What would be your remedy for that?—A. I think if we had a nurse who would go very nicely about it and advise these girls, that the results would be very satisfactory. Supposing that in each branch there should be a woman to look after the female employees, a woman who would use her own judgment, not only to discipline the girls but who, if for instance a girl should want to go out during office hours shopping, or to a dentist, would be allowed to use her discretion and give such liberty, it would not be necessary for the girls to go to the chief for that. At present, a girl has to go to her chief and tell her story, which is humiliating; and she will try to skip out rather than do it. I think that there should be a woman to look after the women; a woman in charge of each room, who would look after the female employees in the way I have described should be satisfactory. As it is at present if a woman is put in charge of a room, she has no power; even if she sees two or three girls who are not working and 5 or 6 who are overworked she has no authority to distribute the work. No woman in the service likes to be under the necessity of going to the chief to tell her story every time she wants to get a temporary leave of absence for a short while. I think if a woman in charge of the room had more liberty and powers it would be a great deal better. A woman employee would take a good deal more from a woman than from a man—it does not humiliate her so much.

Q. Have you anything further regarding the female employees?—A. No, we push ahead, we progress all along the line. Women, have made their mark, and I hope they will be before very long treated on an equal footing with men.

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Q. Before you leave that subject what about the absences of female employees? I may state without pretending to be strictly accurate that I think the absence of female employees is at least double that of the male employees.—A. How is the average arrived at?

Q. By the statement we have here, they are double.—A. Now, would that be a fair average, if there were 40 women in the room, the majority of them only having a few days absence and one or two of them having perhaps six months?

Q. The average is struck by taking the number of employees in the branch who are absent?—A. If one is absent seven days, and I am only absent one day it is not fair to me to charge me with the average. I do not think the special cases should be taken in the average.

Q. It is the only way to reach the average; and the absence of the female employees is very large, much greater than that of the male employees?—A. In all the departments?

Q. I will not say in all the departments?—A. Take a department where there are two men and 30 women, the average might not be fair.

Q. About the absence of women, have you anything to say?—A. The law provides for two weeks leave of absence in the year, and they think they are entitled to that whether they are sick or not; and, I think, men also take their two weeks year in and year out.

Q. Do you think that the female employees are more apt to do that than the men?—A. I do not know, I have never studied the conditions, under which men work, but I have often heard the girls say "We need a rest, there is no question that we are tired, and we have that sick leave to fall back on."

Q. Do you think that all the females can claim the same pay for their work when they absent themselves much more readily than the men when working under the same conditions?—A. When I give a woman the same pay as a man, I shall expect the woman to do the same work, but she should not be discriminated against. There should be no discrimination of sex, or neglect of her, because she is a woman; and if she does not do the same work she should not claim the same pay.

Q. If you were to use your influence to get women more regular in their attendance it would be in the interests of the women themselves?—A. I think every woman tries, if I understand well, to do what is right.

Q. Have you any other statement that you wish to make?—A. No, but I will be glad to answer any further questions. I did not come prepared to offer statements.

Witness retired.

Committee adjourned.

THURSDAY, June 19, 1919.

The Committee met at two o'clock p.m., Mr. Steele in the Chair.

Mr. LANCASTER D. BURLING, sworn.

*By the Chairman:*

Q. You are an officer of the Civil Service Federation?—A. Yes.

Q. What is your office?—A. I am First Vice-President of the Civil Service Federation of Canada.

Q. How long have you been engaged with the organization as an officer?—A. As an officer since November, 1917. As an elected officer only since March, 1918. I was appointed Assistant Secretary before that by the executive.

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Q. Then you were elected Vice-President?—A. I was elected Vice-President with the largest proportion of representation voted in Canada. That was on April 17, 1919.

Q. What position do you occupy in the Civil Service?—A. Invertebrate Palaeontologist in the Department of Mines.

Q. How long have you been there?—A. Seven years.

*By Mr. Redman:*

Q. What are your duties?—A. The duties of an Invertebrate Paleontologist are the reporting and study of the fossils collected by the survey and also by myself. The reason is I collect them in much greater quantities than they do and therefore get a knowledge which I can apply to the rather meager conclusions which they make.

*By the Chairman:*

Q. The Civil Service Federation is an organization of what?—A. We embrace all civil servants inside and outside from coast to coast irrespective of anything—just so long as they are working for the Canadian Government. So far we have not taken in the employees of Government Railways, though.

Q. This committee is investigating conditions in the Civil Service and, as an officer of such a large federation, you may be able to assist the committee in its work. The committee is desirous of assisting the Civil Service in removing any abuses that may exist and, in every way possible, improving the conditions under which the Civil Service works, increasing efficiency and so on. We are concerned only with the inside service so that anything you have to say to the committee may apply only to the inside service. Have you prepared any statement to make to the committee?—A. Not knowing what the committee wanted I have not. I am perfectly willing to. In connection with that Mr. Grierson—

Q. As to yourself, have you prepared any statement?—A. No. Mr. Grierson hopes that you will allow me to submit his evidence in writing.

Q. We will deal with that before you are through. From your knowledge of the Civil Service, Mr. Burling, do you think that it is as efficient as it should be?—A. It is not as efficient as it should be.

Q. In what respect?—A. There are many reasons for the inefficiency in the Civil Service.

*By Mr. Redman:*

Q. We want you to describe the inefficiency first. The reasons for it you can give later.—A. The inefficiency in the Civil Service is largely due to a lack of esprit de corps. The lack of esprit de corps is due to several things.

Q. In what respect? What is the nature of the inefficiency that prevents the work from being right?—A. Perhaps they do the work right but they are not doing all they are capable of by a great deal. There is a serious over-manning in the service. To give an indication of what I mean by over-manning. Our civil service experts have stated that some branches are fifty per cent efficient. That means there is a fifty per cent over-manning and that half the number of men could do the same amount of work.

*By the Chairman:*

Q. Whom do you mean by the Civil Service experts?—A. I mean the experts engaged by the Civil Service Commission to classify the Civil Service.

Q. Have they stated that in writing?—A. I imagine they have not.

Q. Where did you get the statement to that effect?—A. I have been in consultation with them many times. It would be only fair to point out that that is only in certain branches. It does not apply to the entire service.

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Q. Then the statement you made as to what they said in regard to fifty per cent efficiency. Was the statement made in your presence and in the presence of others by these experts to whom you refer?—A. I think there were other persons present, yes.

Q. You were there anyway and heard it?—A. Yes.

Q. But there has been no report made to you by these experts indicating that, and the reason why, and the departments in which it exists?—A. No.

*By Mr. Boys:*

Q. As I understand it, the experts you refer to are one or more experts that you yourselves secured?—A. No. I am referring to the members of the firm of Arthur Young and Company who made the report on classification. They were retained by the Civil Service Commission. We had the services of Mr. J. L. Jacobs.

Q. You were not referring to him?—A. No.

Q. Has he reported to you?—A. If he has made a report to the association, I don't know of it.

*By the Chairman:*

Q. Proceeding with your statement regarding efficiency or inefficiency?—A. We have pointed out to the Government on several occasions that if there is dissatisfaction in the service there will be a slowing up of work on the part of civil servants. This dissatisfaction has spread in some parts of the service to the extent of a strike.

The CHAIRMAN: Thus creating inefficiency.

The WITNESS: No, my argument is that the strike in some ways is the best thing that can happen to us.

The CHAIRMAN: You might deal with inefficiency first, with over-manning.

The WITNESS (continuing): If you have inefficiency as a result of dissatisfaction it results in a slowing up of the work, which is more serious to the service than if the civil servants could stop work and go home for a day and then come back satisfied and go to work.

*By the Chairman:*

Q. Does dissatisfaction exist to such a degree as to create inefficiency?—A. I certainly think so.

*By Mr. Redman:*

Q. In all departments?—A. Some departments are not dissatisfied.

Q. Do you say that there are people working in the Civil Service who, on account of dissatisfaction are not giving a proper day's work?—A. Yes, involuntarily so. I do not mean that there is sabotage.

*By Mr. Long:*

Q. What are the causes of this so-called dissatisfaction?—A. Well, the postal clerks struck in July, 1918, for an increase in wages. It was given to them as a bonus of \$350, some more and some less. The bonus was not given to those of the Civil Service who did not strike. We waited until October 8, and then asked the Government to give the \$350 to the rest of the civil servants. The Government waited a month before answering and then gave one-half of that \$350 to part of the rest of the service. The people who did not get it naturally were dissatisfied.

Q. Did the Government give an answer that it was not giving a bonus to those who did not strike?—A. No, not that I know of.

*By the Chairman:*

Q. I suppose it would be one of the functions of a large organization like yours to endeavour to curtail dissatisfaction as much as possible?—A. Our main aim is to promote union in the Civil Service. We endeavour by the carrying on of negotiations with the Government to stop individual attempts at friction.

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Q. Your aim is to remove dissatisfaction?—A. Yes. If they know a central body is working to secure a bonus, or superannuation, or any one of the measures we are interested in, they naturally wait for us before they take any action.

Q. Along what lines were your efforts directed to remove dissatisfaction relating to the bonus?—A. We immediately prepared a memorial listing the employees who had not received it, and transmitted that to the Government. That immediately let everybody who had not received the bonus see that their case was being presented.

Q. That would not tend, however, to relieve the dissatisfaction of those parties?—A. If the request had been granted it would have relieved it.

Q. Let us go back to the beginning of your remarks. On what did you base your belief that they were entitled to the bonus?—A. The increase in the cost of living which had not been reflected in our salaries made it necessary that the civil servants should receive some help from the Government. We assumed that since the Government had established salaries in 1909, they had established them correctly and, as far as humanly possible, the salaries paid in the Civil Service were correct for the work done. Therefore, if part of the employees received the bonus, the rest should.

Q. Do you believe that all employees were prior to this receiving what they were entitled to?—A. No. I think the classification report is an attempt to draw that line, and the fact that it has introduced a considerable number of complications would show that the salary was not correct before.

Q. Do you believe that some servants had been receiving prior to this bonus quite sufficient?—A. Oh, yes.

Q. They, then, would not be entitled to a bonus?—A. Then the point comes in: if they were receiving sufficient in 1909 the doubled cost of living so operates that they have been receiving only half as much since 1909.

Q. But you admit that some servants may have been receiving sufficient. You don't claim that every civil servant was receiving such a salary as required a bonus on account of the high cost of living?—A. They did not require it to exist, but they deserve it.

Q. If they were receiving sufficient before, possibly they were receiving more than they might properly have been engaged at before. Then that would remove some of the reasons for the increase through the bonus?—A. If they were receiving much more, as they should, they would not need a bonus as much. But the increase in the cost of living was so great that it would be difficult to imagine there had been similar discrepancies in the salaries for similar work.

Q. What steps did you take to relieve dissatisfaction?—A. First we appealed for the common day labourers. They were specially prohibited from participation in the bonus. All men paid by the day or week were kept from the bonus, and as a result of our first memorial that was granted. As the result of our succeeding memorials we have secured concession after concession. Employees of two of the War Boards have been given bonuses. Employees appointed after April 1, 1918 have been given bonuses as a result of our representations. This has been confined, however, to the outside service and the inside service has received nothing. There are still thousands on the list of salaries below \$1,800 who have not received a bonus of any kind, and there are thousands above \$1,800 who have received nothing.

Q. What does your federation do to improve the esprit de corps of the service?—A. We take numerous ways of doing that. We take up a certain grievance. A feeling on their part that they have somebody working for them is worth a whole lot to the members of the Civil Service who are away from Ottawa.

*By Mr. Redman:*

Q. What is it worth to the Government?—A. If we had succeeded in getting the Government to grant our request and give a bonus to all civil servants, we believe that the service would have jumped right into harness and pulled hard during the war.

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Q. Did they not pull hard during the war?—A. They did not pull as hard as they would have done if they had been encouraged.

Q. Did they pull as hard as they should have, having regard to their duties and having regard to the interest of the country in war times?—A. I would have to say many did and many did not.

*By Mr. Boys:*

Q. I don't think we have had a Deputy Minister, Superintendent or Chief Clerk who had not intimidated the most loyal service—working after hours without complaint and overworked. You don't agree with that?—A. I see a serious inefficiency in the service which might be removed.

Q. I am dealing with your assertion as to the lack of esprit de corps. I am telling you that as far as I know I don't know of a single Deputy Minister, or Chief Clerk or Superintendent who has been called, who has not in the most emphatic manner spoken well of his staff, intimidated to us that they are loyal, faithful, work hard and work after hours without complaint. Your assertion is in direct contradiction to that. It would be up to us to find out who is right?—A. I feel that, if conditions are as I believe them to be in the service, the fact that civil servants have been loyal is that much more to their credit.

Q. I am trying to ascertain whether the statements I referred to are accurate or whether the opinion I am getting from you regarding disloyalty or lack of esprit de corps is right?—A. I would not want to be understood as inferring that civil servants are disloyal. I qualified it by saying there are many.

Q. You say a lack of esprit de corps. We must at least assume that it is a prevailing condition or you would not say that?—A. It would not have to be a prevailing condition.

Q. To what extent would you qualify it. Would you suggest that there is ten per cent of the service the efficiency of which is affected by lack of esprit de corps?—A. If you would allow me to use the word involuntarily, as I used it before, I would say ten per cent, perhaps. It has an unconscious effect.

*By the Chairman:*

Q. How are you able to estimate that it is involuntary?—A. We have clearly a great many who are living on salaries not large enough for them to live on.

Q. You are theorizing?—A. We know conditions in the Civil Service pretty well.

*By Mr. Boys:*

Q. Do you feel that you know them better than the Deputy Ministers, the Chief Clerks and Superintendents?—A. I feel I shall be misinterpreted if I am interpreted as saying that the Civil Service is disloyal.

Q. Now I find you have come down to this—that there is a percentage of employees who are not loyal involuntarily. That is the position now. Do you go further than that?—A. Let me give just one illustration; it would be an involuntary case: In one of the branches in the city of Ottawa there is a group of employees drawing approximately \$1,000 apiece per year; that is so far from the amount they need to run the household that they have to take employment outside after office hours. The members of that group have furnished me with a statement of what they do after hours in order to bring their income up to the point necessary.

*By Mr. Ross:*

Q. Will you just state how many branches of the service you have these figures from; was it just one branch you took these figures from?—A. We only have these figures from one branch, which is a branch of rather technical trained men: it is the Railway Commission staff. Now, the employment which these men do outside office hours ranges from ushering in the Casino to running a greenhouse.

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Q. All men on this particular list to which you have referred?—A. Yes.

Q. Why have you not extended your investigations with respect to this subject into other departments?—A. We think that the condition is more or less general where the civil servants are on small salaries, are doing outside work.

*By the Chairman:*

Q. What you think or feel is not of value to the committee. We would prefer that you would quote us some actual information.—A. It seems to me that an officer of the association who is receiving letters by the hundreds from people in our service all over the country telling of the conditions under which they are working would have a certain idea of the conditions in the Civil Service.

Q. If you can show us that evidence it will be of value possibly.

*By Mr. Boys:*

Q. What you are working for is more money, is it not?—A. The employees in private industries have received that extra money.

Q. The employees on whose behalf you are working are dissatisfied because they want more money for various reasons, good and bad?—A. I have already mentioned the harm that is caused by the feeling that they are being discriminated against.

Q. But with no proof, that you have, you conclude there is lack of efficiency because of the dissatisfaction?—A. I realize that whenever you have dissatisfaction which culminates in a strike it must affect the efficiency of the employees for a long time before the strike, and I think the inefficiency before the strike is perhaps more serious than during the strike because it affects the employer, and during that time the employer is paying full wages.

Q. You are assuming in order to reach that conclusion that the employee is not doing his or her duty prior to the strike. What proof have you that that has been the case, because all the evidence we have is to the contrary. Are you judging other people by yourself, or have you any proof of it?—A. I do not like to bring other men into this.

Q. I am giving you a chance, how do you reach that conclusion?—A. I will stand by my record, I am not only interested in efficiency myself, but I am giving a large portion of my time to promoting it in the Civil Service.

Q. Am I not right when I say that if there is a lack of efficiency due to dissatisfaction because an employee is not getting what he or she wants or think they should get, you are inferring that they are not giving the service they should give and that they are capable of giving?—A. Yes.

Q. What proof have you of the truth of those statements? Have you any proof?—A. No, I have no proof that I can present to the committee.

Q. Do you know of a solitary civil servant, I do not want any names, of course, but do you know of any that for lack of betterment of their condition they have not been giving service?—A. On the part of most of the civil servants it would be absolutely involuntary, but when they came to figure up things they know it is true.

Q. How in the world do you know there is a lack of efficiency? Either voluntary or involuntary, because of dissatisfaction on the part of the civil servants?—A. If I, a man with a family were drawing \$800 from the Civil Service and I knew I could not give my family what I should give them, and that I was drawing \$700 less than the accepted minimum necessary to sustain a family I do not see how it could help but impair my efficiency and that if I worked outside in order to get sufficient to maintain my family, my efficiency during office hours would be seriously impaired.

Q. That being so, take the case of a particular clerk who has a grouch which would be what you are particularly referring to, certain work is set for this clerk to do, and if he has not done it, does not his chief know it?—A. His chief should.

Q. I am putting that up against your surmise. I am not saying that what these men have told us is correct; I am trying to find out what is correct. They have made

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these statements, and they are in a position to know, and I am trying to find out whether from your end they are wrong?—A. I have not yet granted that they could make the statement that their employees were absolutely efficient.

Q. Do not put in the word "absolutely"; I did not use that word. Do not magnify it. They have told us that there is efficiency?—A. I should be willing to put the other side and say that there is inefficiency in the service.

Q. Can you give any other ground for reaching that conclusion than that because a man has a grouch, or is dissatisfied, if you prefer that word, you think they are not giving the service they should?—A. I must add to that that in addition to the dissatisfaction there is the necessity for earning more money. Work done outside the office hours reduces efficiency because the men work in the evenings at something else.

Q. Do you believe that there is a large percentage of the service who actually work after hours at other employment?—A. I think that the proportion is probably large.

Q. What do you mean by that? Five per cent?—A. No, 30 or 40 per cent. This is pure guesswork, but I should say so.

*By Mr. Long:*

Q. He says he has figures in connection with one particular branch of the service?—A. If a man does not work outside, his wife takes in washing. We have civil servants doing work in connection with the Railway Commission staff whose wives have to take in washing.

Mr. BOYS: There are hundreds of wives of men in various branches of work who have to take in washing.

The CHAIRMAN: It is honourable work.

WITNESS: May I present a statement?

*By Mr. Charters:*

Q. Why do the men stay there? There is plenty of work for them elsewhere. There was plenty particularly during the war?—A. That is a thing I cannot answer. I have asked these men why under the sun do you stay in the Government service, and I cannot for the life of me say why they stick.

*By Mr. Long:*

Q. Do they not give you an answer when you ask that question?—A. I can give you one answer that was given to me. Drivers in the Printing Bureau receive \$100 a month. For that they have to furnish a horse and rig in the summer and a sleigh in winter. They have the stable to take care of, and their horse and rig and are responsible for any loss or damage. They receive \$100 a month. That is, of course, totally inadequate. The drivers of express rigs receive \$100 a month and have everything given to them. I asked one driver why he stayed with the Government, and he said there were too many boys whose fathers' horses were lying in the stable. He was willing to take work at \$100 a month so that he could not refuse to work for the Government without hunting up another job, and since he had already got his horse and rig and sleigh, until they wore out all he had to do was to stick with the Government and get his \$100 a month.

*By Mr. Boys:*

Q. There are many men working with a horse and rig who could get more money elsewhere. Why are they not willing to go and get it?

Mr. CHARTERS: There are lots of jobs of that kind.

*By Mr. Boys:*

Q. Do you say it should be the policy of the Government to increase the salaries when they can get just as good a horse and driver elsewhere for the same money, or for

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less money?—A. I think the Government service should be efficient. I would abolish all the rigs down there and the drivers and horses and put on one car.

Q. So that instead of helping that particular man you would take away his job?—A. That is not the usual experience in the world.

Q. That is the suggestion?—A. The Government service should be efficient. It is not efficient if you keep a man at such a small salary that he has a grouch.

Q. I grant you that, but how is that going to improve the position?—A. Sometimes it is the best thing that could happen to a man to be fired.

Q. Do you seriously advocate that the best thing that it could be done would be to fire them?—A. Why not? I said that sometimes it was the best thing that could happen to a man would be to fire him. The conditions of the service make a man dissatisfied. He loses his esprit de corps, he loses his desire to work. He gets into the habit of soldiering on the job, and he has no incentive to leave. If he was fired and had to hunt for a new job, he would be the better for it.

Q. I appreciate that, but what I am asking is, do you advise that as the proper remedy. I do not want to ask you to say anything that you do not want to say, but I would like to know if that is the remedy you suggest from your experience?—A. Let me answer it in this way: Parliament has decided apparently not to make any change which would benefit financially the civil servants as a result of the reclassification.

*By the Chairman:*

Q. Why do you say that? The classification has not been brought before Parliament?—A. I am open to correction. The Government in this Bill which it has brought down with this re-classification has inserted the provision that no civil servant shall suffer financially as a result of the re-classification.

Mr. REDMAN: None shall be paid less than they were receiving before.

*By the Chairman:*

Q. Do you not approve of the provision in the Bill which shall prevent any civil servant from receiving less than he has been receiving?—A. That is a recognition on the part of the Government that they have a certain duty to employees which includes a group which has grown old in the service, but it is not a provision which would be accepted by a business concern at all.

*By Mr. Redman:*

Q. What do you deduce from that?—A. The Government has shown a desire to accept its responsibility for the over-manning of the service and for the giving of salaries which are above those which should be given, and it is to the credit of the Government that they have assumed it.

Q. Why should they assume it?—A. If it is applied to the employees who have grown old in the service, those employees certainly deserve it. We would like to have seen the superannuation—

Q. Take the case of those who are still young in the service who have been getting too much according to the classification?—A. If they are worth anything, they will resign in a very short time.

Q. When? You mean, resign if the Government cut it down. They will not resign if they still get the money?—A. Yes, if they are worth anything they will resign.

Q. You mean a man who, according to the classification, is getting more than he deserves will resign on account of that fact?—A. As soon as he gets another job.

Q. It is beyond me?—A. If he is the right kind.

*By Mr. Boys:*

Q. I understood you to say that where a man is dissatisfied, not getting enough money, and was becoming more or less of a drone, so to speak, on that account the proper

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remedy would be to fire him. Is that what you think?—A. If the reason for his becoming a drone is because of conditions which he had placed upon him from above, it would not be fair to fire him without giving him a chance to secure another job first.

Q. You did not qualify it. You simply took the case of a man getting a certain salary, and having to do certain things, which salary was not enough for him, and you made the statement it might be better for the man himself to fire him?—A. Yes.

Q. Do you suggest to us the appropriate remedy in such a case is dismissal?—A. No, for this reason: The firing of a man is a very expensive proposition. That is being recognized by industrial concerns throughout the world.

Q. I think you have gone far enough in that line. You say it is undesirable? Why did you say it would be a good thing and the best thing for the man?—A. The standpoint of what is best for the man is not always what is best for the firm.

Q. In your opinion you adhere to what you said, that it would be the best thing for the man, but you do not think it would be the best thing for the Government?—A. And neither would it be true in all cases.

Q. Speaking generally; I am not speaking in every case —A. Well, for a Government the size of our Government to fire a man because he was not giving efficient service in one branch without trying him in another would be—

Q. It would be a mistake?—A. Yes.

Q. Do you think it would be the best thing for the man?—A. I would like to be able to say that in the case of a Government as large as this; the firing of a man does not mean the firing of him from the entire service.

Q. That is not answering the question?—A. Permit me to finish my sentence. The firing of a man from the service is different from the firing of a man from a factory. If this man was dismissed from the Naval Service he could be hired in the Public Works Department and he would still not be fired by the Government, and yet he would have all the advantage I would indicate in my statement, that it would be the best thing for a man if he could be fired. Our Government is so large that there is no necessity for firing a man entirely out of the service unless he is hopelessly inefficient. He is probably a round peg in a square hole, and there is a round hole in some department where he would fit, and where his experience in the other department will make him valuable.

Q. When you say the firing of a man is best for himself so that he could look up some job, you only meant firing him from one branch with a view to taking him on in another?—A. Yes, sir.

Q. Why would you fire him at all? Why not transfer him?—A. Transfer would be the better word.

Q. You meant transferring when you said firing?—A. Yes.

*By the Chairman:*

Q. You used that remark with reference to teamsters at the Printing Bureau?—A. Yes.

Q. That they should be fired under certain conditions?—A. I do not think any of these things can be applied to all the service. In some cases it would be best for a man to leave the entire service.

Q. We were speaking of the teamsters when you used that expression?—A. Yes, I think I was.

Q. And you thought under the conditions which existed there it would be better for the men to fire some of them?—A. If it promoted efficiency.

• Q. Did you consider when this bonus was being discussed the question of payment of bonuses to all these teamsters?—A. We have urged the payment to teamsters, or an increase in their salaries.

Q. Regardless of whether they were in that class of those who should have been fired or not?—A. We have shown our attitude with regard to the firing of inefficient

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employees, not in memorials to the Government but in our action with regard to individual cases. We, as a federation of associations, frequently receive a statement from the Naval Service at Halifax, for instance, that "Such and such a man has been notified that he will be dismissed in thirty days; please take it up and see what you can do for him." We immediately write back and say, "Why is he going to be fired, and will you recommend that that man is an efficient public servant and should be retained."

*By Mr. Redman:*

Q. They always do so?—A. This is an illustration. I would rather not mention the man's name unless you want it.

Q. I do not want it?—A. A man at Halifax was slated for dismissal. His association wrote to us and asked us to take it up. I immediately took that to two or three people in the department here, and asked them, and I got a general idea, without taking it up officially, that this man was not efficient, so I wrote back to the association and told them my information was that this man was not as efficient as he should be, and that we would require a statement in regard to the case.

*By the Chairman:*

Q. Just at this point, will you tell us whether you did this during the office hours?—A. We are very careful to do all our association work outside the office hours, perhaps more careful than we should be.

Q. That is sufficient?—A. Because of the fact that all our work is an attempt to help the Government. I think I called on the head of the department during office hours, but we usually do that work in the evening. We wrote back and told them that their statement and the statement of the people in the department here did not agree, and that before doing anything further we wanted an official statement from their association stating that the man was an efficient servant and that he was a credit to our association before we took any steps. We got back word that they were not prepared to go so far as to make such a statement in regard to this man and consequently we did not oppose his dismissal. We will not make objection to the dismissal of any employee simply because he has been dismissed.

*By Mr. Charters:*

Q. You stated that a number of the employees worked overtime in order to make up the money they required. What hours did they work?—A. I gather that I was misunderstood. They were working for somebody on the outside. Overtime has been abused in the Government service in one way and it has been beneficial in another in the way of increasing the salary of employees who work by the hour. Deputy Ministers have granted employees should work on Saturday afternoon and draw overtime, or that they should work an hour extra a day and draw overtime in an endeavour to make up in that way what the salary cheques lacked. This has worked out in some cases to 20 or 30 per cent of the salary of employees working by the hour and it has in that way assisted them in meeting the high cost of living.

*By Mr. Long:*

Q. In what department has that been done?—A. In the Mines Department and in the Customs Department.

*By Mr. Charters:*

Q. We have had statements from nearly everybody who has been heard to the effect that the hours they work is about the limit of a man's endurance. Now you say they go out, a number of people, and get about 30 per cent overtime. How would that effect their efficiency in the performance of their own work if they go out and earn money after hours?—A. It seriously affects their efficiency, by this effort to increase the pay envelope.

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Q. Take the men who are doing work in the service all day on a salary and going outside at night and working there, are they in a condition to do their ordinary work the following day?—A. They are not justified in doing it, but neither is the Government justified in keeping them at such a salary that they have to do it.

Q. That is another point. If they are not satisfied with the salary they should get out of the job, the Government cannot increase the salary of everybody in the service \$6 a week?—A. I certainly hope that the bonus granted for 1919 will be more than that.

*By the Chairman:*

Q. Do you attempt to justify the conduct of the civil servant even though he or she is not receiving a proper salary in neglecting their work?—A. No, sir.

Q. Would you admit that has been done?—A. I admit I find it is. I can see my fellow employee laying right down and soldiering on the job through sheer lack of any incentive to work.

Q. What do you mean by soldiering?—A. That perhaps is an unfortunate expression, it has grown up in relation to the enlisted, paid, soldiers, during peace time, but it would not apply to the war people.

Q. To get back to what we were considering, the question of inefficiency in service, can you give any other case in regard to inefficiency in addition to what you have already given?—A. The lack of opportunity for advancement in the Civil Service is one serious cause.

Q. You mean advancement in position or salary?—A. Advancement in position and the salary that goes with it, the importance that he based upon seniority and the fact that there is no superannuation makes it so that the lower paid employees in the department are effectually kept from ever attaining to good salaries.

Q. When you say seniority do you mean seniority of service?—A. Yes, the fact that there is no method of superannuation contributes to the condition of affairs where the young man who is willing to work hard has no method of getting to the top.

Q. Have you any other cause to suggest?—A. No.

*By Mr. Boys:*

Q. Do you think you would get greater efficiency, and that there would be a special incentive to work hard and to show efficiency if the superintendent and other higher officials had the power to hire and fire the employees?—A. I would not place in the hands of a superintendent the power to hire and fire. The loss of an employee who can be used to great advantage in another department is too important to the Government to allow a superintendent or other official to dismiss him.

Q. With the right of appeal?—A. With the right of appeal. I should think that any chief should be allowed to recommend the dismissal of an employee.

Q. I am not going to say recommend. Do you think you would get greater efficiency if the hiring and firing of civil servants did not rest with the commission?—A. I would limit it to a recommendation, and you will have to give the commission power to act as an appeal Board.

Q. Would you have the commission act before it came to them or simply on a recommendation?—A. I would make the recommendations sufficient so that the man would be suspended on the recommendation.

Q. You have that now.—A. It is not done very much.

Q. It is just about the same. The reason I asked you that is we had Mr. Robinson of the Soldiers Civil Re-establishment before us the other day and he without any hesitation intimated to us that the efficiency they have got, and it is pretty manifest in many respects, was due to the fact that the employees knew that in every case he had the power to fire the employees. Not only that, but we are able to recognize the good qualities and ability of an employee and exercise the right of promotion as well. What do you say as to that?—A. I say that that is absolutely

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true, but I would not go to the extent of allowing a chief to fire the man. I would let him recommend his dismissal; I would have that act as a suspension until the Commission had acted on it. Let the Commission decide if there is any other place where they could try him out. Also recommend his promotion. That is very important. This new classification provides for that. A hustler can come in and go to the top in ten years, or approximately. All he has to do is to take the examination for the next class and he takes the first vacancy that occurs, and he does not need to stay in the next class for a year.

Q. If they all did that, they would not move very fast?—A. The very fact of an examination on the duties of office means that he comes first. There are only four per cent of the Civil Service that are getting more than \$2,400 a year and only eight per cent that are getting over \$2,100, inside and outside.

*By Mr. Charters:*

Q. What about the inside?—A. I do not have the figures for the inside.

Q. You are including in that statement men in the outside service who are only getting perhaps \$50?—A. The servants I include are the servants in the Civil Service List.

Q. It includes customs collectors with small salaries and postmasters who are getting only \$600 and \$800 a year?—A. No postmasters are in the Civil Service List. If you will permit me, we have letter carriers getting less than \$700 in the Civil Service List, but no postmasters.

*By Mr. Boys:*

Q. Suppose you were entrusted with the duty of dealing with the matter we are discussing, the matter of putting the service on an efficient and satisfactory basis, would you kindly indicate what you would do?—A. You indicated that the chiefs in the Civil Service had the power to do these things, to recommend. They are not exercising that power. I would endeavour to utilize to the full the opportunities that we now have for creating an efficient service.

Q. Perhaps you did not quite understand my question. We are through with dealing with one point and I am now taking up the broader aspect. My question was: Supposing you were committed with the duty of putting the service on an efficient and satisfactory basis, what do you think you would do to bring about that end?—A. Well, in the present state of high prices, I think the first thing I would do would be to assure all civil servants of a living wage.

Q. The first thing is to raise their pay?—A. Raise their pay.

Q. What next?—A. I would not be able to give them their proper rank, possibly.

Q. Well, that is the first item; what would you suggest secondly?—A. I would assure all civil servants of reward for work well done.

Q. In what way—financially?—A. It would be financially, by promotion.

Q. How in the name of goodness are you going to assure everybody of promotion?—A. The reclassification provides for both of these things I have mentioned.

*By the Chairman:*

Q. What do you mean by promotion?—A. To the next class, to higher duties.

Q. And to a larger salary?—A. Larger salary.

Q. Chiefly salary?—A. I would not promote very far without a change of duties.

*By Mr. Boys:*

Q. You mean that when there is a vacancy there would be promotion?—A. In a country that is expanding the way Canada is there cannot but be vacancies.

Q. You are not going to suggest that a man should pass an examination if there is not a vacancy higher up?—A. There must be a vacancy.

Q. Your second suggestion then is, promotion where vacancies arise?—A. Yes.

Q. Thereby giving more money?—A. I would superannuate.

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*By the Chairman:*

Q. When a man is advanced to another class on examination, his salary increases?  
—A. Yes.

Q. But he might not be given any more important duties notwithstanding that, his salary will be increased?—A. He should not be put in the next class if he is not given more important duties.

MR. BOYS: I think that is covered by what the witness says. He does not advocate promotion if there is no vacancy.

WITNESS: We have many departments where there should be vacancies. We have positions that are not filled that should be filled.

*By the Chairman:*

Q. Starting with a large number of civil servants, you must reach a stage where it would be impossible for all efficient to be promoted to more advanced positions?—A. There are two ways in which I would create these vacancies. One I would superannuate all those who are not doing efficient work because they have grown old and incapacitated in the service, and I would stop the appointment of new people in the Civil Service except at the very bottom.

*By Mr. Boys:*

Q. I have got your second suggestion, and I want to see if I state it correctly. No. 2, promote where vacancies arise, thereby giving increased salary and corresponding incentive to work faithfully. Is that it?—A. Let me put that as number three, and put number two as the creation of vacancies by superannuation.

Q. Call it what you like. Call it number two or number three. We have called the other number two. Number three is that you favour the superannuation of people who through ill health or age are no longer able to give efficient service?—A. Yes.

Q. The fourth I think you mentioned was?—A. The making of no new appointments except to the lowest grades?

Q. In your opinion, one difficulty we are up against now is that there are too many appointments being made and that they ought to be stopped?—A. Absolutely.

Q. That is the fourth; is there anything else?—A. I would institute a condition of affairs in the service whereby an efficient man could be recommended for promotion, and where an inefficient man would be removed. That is another way of making vacancies.

Q. That can be done at present by an Order in Council?—A. Yes.

Q. Do you suggest as an improvement in the service a change in the existing condition in that regard?—A. We will have to go back; we are dealing only with the inside service. In the outside service the firing is not a function of the commission. In the inside service, it is a function of the commission by Order in Council.

Q. And promotion in the same way?—A. Yes.

Q. That brings me back to the question I put. That is the present method. Therefore, if the present method is not going to improve things, I ask you whether you suggest a change in the present method?—A. We are stagnating. We have methods on the statute books and we do not follow them.

Q. I am dealing only with the method of promotion and dismissal, and you have suggested what ought to be done. I have pointed out, and you agree, that it is the existing method?—A. It is the existing method, but it is not used.

Q. What you say is that the method is all right, but you think it should be more vigorously employed?—A. Absolutely.

Q. Why do you think that patronage is responsible for inefficiency?—A. Patronage has been responsible for the appointment of people who cannot do their work.

Q. How do you know that? You have been in the service seven years. What knowledge have you of that?—A. Well, that was a broad statement. If we defined



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patronage to be merely the appointment without examination there is no reason why the people who prepare the list of the people who are to be appointed should not select just as capable men as could be selected by examination, and in some cases better. I was saying that appointment by patronage might secure better men. Certainly, personal contact with a man and the selection of a man from among a group of men will get a better man than the selection from a group of examination papers.

Q. But do you know that the patronage system of appointments has been inefficient?—A. The past patronage system has been abused.

Q. Can you state it as a fact?—A. No, I cannot say that.

Q. I think you issued a statement last fall as Secretary of the Civil Service Federation; perhaps you will recall this statement in it, referring to a rumour that the Government was not going to pay the bonus of \$350:—

“This is followed by an undenied rumour that the Government is thinking of cutting the \$350 in two, because any bonus will reach the inefficient employees who were given their jobs during the reign of a patronage system for which the Government is responsible.”

I would like you to give us some definite information along that line?—A. I mentioned an undenied rumour that there was.

Q. The rumour was that the \$350 was not to be paid as a bonus but was going to be cut in two. Do you remember that statement?—A. Yes, I have a complete list of the statements here. I did not quite catch what part of this was quoted and what was not.

Q. “This is followed by an undenied rumour that the Government is thinking of cutting the \$350 in two, because any bonus will reach the inefficient employees who were given their jobs during the reign of a patronage system for which the Government is responsible?”—A. I do not know now whether we wrote that statement. That statement certainly appeared.

Q. I want to draw your attention to this; that you as the Secretary of the Civil Service Federation, who would naturally be looked to by the members of the Civil Service for guidance in this matter make this statement over your signature, from which they would infer that there were inefficient employees in the service who got their jobs during the reign of the patronage system?—A. If I remember correctly, the statement of the reason for not giving the bonus was because it would reach so many of the Outside Service who had been appointed as a result of the patronage system. One reason given for not granting a bonus as large as we ask was the fact that it would reach so many of these employees.

Q. You were quoting a reason given by the Government?—A. Yes—not by the Government—by a member of the Government possibly—the source of the rumour.

Q. You are not sure where that idea originated?—A. No. I am clear that its not our statement, that the reason for not giving it was that we had received a sort of rumour to that effect.

Q. You will admit I think that it was rather dangerous to use rumours in issuing statements to a large body of which you are an officer?—A. I should be willing to grant that.

Q. “In other words patronage is still enough in the ring to mulct each and every civil servant, good and bad, of \$175.”—A. If that statement is true, it would have that effect.

Q. You say patronage is still enough in the ring to prevent the granting of the bonus—that is the meaning of it?—A. If patronage was the reason of cutting the bonus in two, and we heard a rumour to that effect, patronage is still enough in the ring to cut the bonus from good and efficient employees of the service—

Q. I do not see how you would claim patronage is now in the ring. That would only mean to me that the Government was using the old system of patronage to discriminate against some of the employees—

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Mr LONG: He should have stated the effects of the old patronage?

WITNESS: Certainly, that is what we meant.

Mr. LONG: That the effect of the old patronage system still remains.

*By the Chairman:*

Q. You say at the end, "Patronage will exact another \$175 from thousands". Do you think you prepared that statement as carefully as the officer of an association who is addressing thousands of men and women who are in the employ of the Government, should have done?—A. Can you give me the date of that?

Q. No, I cannot.—A. I have a complete file of our statements.

Q. It would be about the 2nd November—A. I have it.

Mr. BOYS: "In other words, patronage is still enough in the ring to mulct each and every civil servant of \$175; if the rumour of a limitation in the number of employees who are to get anything is also true—it has not been denied—patronage will exact another \$175 from thousands"——

*By the Chairman:*

Q. That was a correct quotation?—A. Yes. That first \$175 was the cutting of the bonus from \$350 to \$175. If the rumour that stated that the bonus was to be limited to those under \$1,800 is correct, patronage would not only take \$175 from the people who got the \$175, but since it took everything from the others, it was exactly another \$175.

Q. I do not see how you are justified in using the argument that patronage is responsible for that—that patronage is responsible for preventing the granting of this bonus to those people?—A. I do not like to make a statement which I am not sure of, but I am under the impression that that was either a statement to the press by some member of the Government——

Q. You are an officer of a federation, an association which has tremendous responsibility; 60,000 people more or less in your federation. Surely you do not wish this committee to understand that you issued a statement like that without careful consideration and without weighing the effect it might have on the employee?—A. I am afraid at the time we were more interested in trying to say something that would make the Government reconsider that and grant the additional \$350, than we were to the exact effect——

Q. And possibly leaving the impression on the Government that the civil servants would go on strike if that were not granted. Some of your statements made some reference along that line, did they not?—A. We have been careful not to say anything about a strike of the civil servants. We know civil servants are not in a position to strike, and should not strike. Our efforts have been directed against strikes right along.

Q. And you know that in some of your statements last fall there were references to the Civil Service going on strike if the Government did not meet their demand?—A. I should say we never issued a statement to that effect. We have referred to strikes on the part of a small group of our association. We wrote one letter to the Government, that has been criticised most, calling the Government's attention to the fact that a group of employees in the West decided that they would go on strike if they did not hear from the Government, in fact they set a day. We got a telegram that the employees are ready to cease work on Thursday morning as the protest in reference to the bonus and asking that a statement be laid before the Prime Minister asking him if he could not give us some word that would satisfy the people. He replied that on advice an Order in Council had been drawn up and would be published the following morning. We sent that telegram to these people to call off the strike on Thursday morning.

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Q. You admit that statement was very ill-advised, do you?—A. I should be willing to admit that was one of the indiscretions that was committed. We realize that patronage has a very serious effect on the service, and that there are still manifestations of it, patronage is not dead yet.

Q. Many people throughout the country hold that same view, and it has been the general belief that patronage was responsible for a great deal of the inefficiency in the Civil Service, yet when this committee call the heads of the branches and deputy ministers before us there is no inefficiency, which practically refutes the belief held that patronage was the cause?—A. If all the deputies in the Civil Service say there is no inefficiency in the service I think the committee would do well to go to the bottom of things, and find out just how much there really is.

*By Mr. Andrews:*

Q. I would like to ask the witness whether it is the general opinion among the men actually employed in the service that patronage is the cause of inefficiency?—A. You must realize, gentlemen, that I am representing people who have been appointed under both systems; to some of them it was an opportunity to enter into the service which they would otherwise not have had. I think I can safely say that we are unable to detect any difference in the attitude towards the Civil Service question between the people that have been appointed under the patronage system and those who have been appointed under the commission system. In fact it is difficult for us to determine how particular men were appointed, in fact we do not know.

*By Mr. Boys:*

Q. We do not blame them, as far as they are concerned, for endeavouring to get more pay if they can, and whether appointed under the merit or the patronage system they are the same in that regard?—A. Well, they base their claim upon a sound basis.

*By the Chairman:*

Q. "The civil servants did not ask for the bread and butter others are receiving. They asked bread and an undenied press statement says they are to be given stone." Is that a correct quotation from your statement?—A. I think it is.

Q. You were speaking some time ago about the dissatisfaction existing in the service, do you think that as an organization you are tending to allay that dissatisfaction by issuing statements of such a nature. You know it is in the form of an undenied press statement. You are a responsible body and you issue a statement to thousands of Government employees, and you there make the statement that the Civil Service ask bread and an undenied statement, which you do not know is correct, says they were given a stone; does that tend to allay this dissatisfaction?—A. The statement may be perfectly correct, not as to the bread and stone, but as to the amount of the bonus. At the time these statements were made the feeling in the Civil Service was very strong against the Government for failing to grant the bonus of \$350. We would like to point out that if the Government had given us the \$350 which was asked the Civil Service Federation would have been blamed by every civil servant, if it were not enough, but the Government not giving the amount asked for placed upon its own shoulders the blame for the amount and for the dissatisfaction.

Q. Following up that statement with another: "The lot of the civil servants has been unfortunate, they have been neglected shamefully, but they have never faced a prospect like the present." Is that statement likely to allay dissatisfaction or to remove the cause of it?—A. Allow me to make the statement that the particular words that were used in those statements would have to be taken under the circumstances at that time. When we issued that statement we were receiving telegrams day in and day out which were asking us to be three times as bad as that, they are asking us to call a strike. Our different associations are a federation of all the

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associations, and we had tried to keep in hand the different groups from using strike methods. We have been unsuccessful in the case of some groups.

Q. And you answer those statements by telling all the civil servants that they have been treated shamefully?—A. The civil servants have not gone on record yet, but we feel that with regard to the bonus we received what was almost shameful treatment of the Civil Service.

Q. But the bonus was granted?—A. Yes, but an undenied press statement was the statement given out by the Government in advance of the Order in Council, correctly defining what the Order in Council would be.

*By Mr. Charters:*

Q. Who do you expect to deny press statements and rumours?—A. When some statement is issued in the press, it is generally issued with the idea of testing out public opinion.

Q. How can you prove that?—A. That does not need to be proven.

Q. It would need to be proven to me, decidedly, because I know it is not the fact. The press may have whatever articles it chooses, but they are certainly not given out by the Government to test out public opinion?—A. Not given out by the Government, perhaps.

Q. And if the Government is not responsible it had no business to confirm, or deny, or anything else?—A. The press statements are correct, often correct statements will come out three or four days in advance of the Order in Council and they accurately define the terms of the order.

*By the Chairman:*

Q. Would it not be better when issuing statements to civil servants for your federation to be absolutely sure of the accuracy of the statement?—A. It would be. I have already granted the presence of indiscretions in our correspondence and public statements.

Q. Indiscreet statements often cause a great deal of dissatisfaction?—A. There again the dissatisfaction was greater than we were expressing, much more.

Q. It will be greater still on account of this statement being published, if I understand human nature?—A. Perhaps. We understood that if we had not taken as aggressive action as we did, some of our associations would have thrown us over and taken action of themselves.

Q. You were actuated by a desire to protect your association against the ill-will of other associations in the Federation?—A. Partly with the idea of keeping the Federation united. So long as the Federation was united there could be no strike of the entire service, neither would there be the necessity for a strike.

Q. What do you mean by the following: "The Government of Canada cannot lead?"—A. That statement is simply that Great Britain, France, Italy, Austria, Sweden and Turkey had all done it before so that Canada had to follow. The lead had already been taken, and the only thing Canada could do in the matter of a bonus was to follow.

*By Mr. Charters:*

Q. Do you refuse admittance to your association of any Civil Servants who were appointed under the patronage system?—A. We have never drawn any line between patronage appointments and other appointments.

Q. In your statement you say "Civil Servants are now 80 per cent behind the cost of living, and they have asked for enough to reduce this to 40 per cent. Instead of \$740, the sum which they therefore deserved for this year alone; they have asked \$350." Is that correct?—A. Absolutely.

Q. You say that they are receiving \$740 a year less than they are able to live on?—A. The value of the dollars that we were paid works out on an average of \$740 for the Civil Servants. We asked that \$350 of that be made up.

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Q. Take it that way. Suppose that is the case, how do you propose to get the other \$390?—A. The Civil Servants did not say anything about 1917, or 1916 or 1915. We did not ask for the other \$350. If the Government had given \$350, the Civil Service would have been satisfied and placed the other \$350 against war conditions.

Q. By \$740 behind the cost of living, you mean in your salary?—A. Yes.

Q. Would that apply generally?—A. The average salary.

Q. Surely that is not the condition?—A. Why certainly. The average salary of Civil Servants in 1909 was \$925. The average salary in 1917—we did not have our figures available for 1918—was \$1,125, that is an increase of \$200 in the eight years. At \$1,125, if the cost of living had doubled that would be \$125.

Mr. CHARTERS: I think the whole thing is ridiculous.

WITNESS: Which is ridiculous?

Mr. CHARTERS: To say that you people were working for the Government at a salary \$740 less than the cost of living when you are intelligent men and there was a demand every day for people of all kinds able to work. You continued to accept that salary when you could have got a salary sufficient to pay you elsewhere?—A. If we had been in the building trade in the City of Ottawa we would have received \$250. If we had been railway employees in Great Britain we would have received 90 per cent of our salaries as bonus. We have received no increase as the result of the increased cost of living, and the only increase given us was the statutory increase which was \$200 in the years 1909 to 1917. The civil servants did not feel that they were responsible for that increase in the cost of living, and they did feel that they should be penalized for it.

*By Mr. Boys:*

Q. The statement we have been quoting from is from the *Ottawa Citizen* of November 29, 1918?—A. Yes.

Q. Who wrote it?—A. I wrote that.

Q. Was it submitted to the executive or to any one else before you put it in?—A. No. That statement is issued by the secretary of the Civil Service Federation.

Q. I see it is signed Mr. L. D. Burling, and I wanted to know whether you wrote it off your own bat, as to its wording, or whether your council or committee endorsed it or compared it before you issued it?—A. I don't remember whether I read it to Mr. Grierson or not; probably not.

Q. You wrote it yourself?—A. Yes.

Q. Do you know of anybody in the service to whom you submitted or who made any change in it? Apart from Mr. Grierson, is there any other member of the service that had anything to do with the wording of that statement?—A. No.

*By the Chairman:*

Q. Is any important statement not submitted first to the executive committee before it is published?—A. The policy of the Federation now is to submit all statements to a meeting of the council. At that time many of the statements were not submitted to a meeting of the council, but were issued by officers of the Federation.

Q. Why the change in policy?—A. Because we realized that we had committed indiscretions in the past and that the Federation is a responsible body.

The CHAIRMAN: There is hope for the Federation yet.

WITNESS: We certainly hope to take ourselves seriously, and we do feel that the present policy of transmitting these things to our full council will prevent the issuance of any more statements that can be charged as indiscretions.

*By the Chairman:*

Q. Have you any further statement to make?—A. There is one thing: the question of hours of the Civil Service. I have something to say on that.

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*By Mr. Charters:*

Q. We have a statement from all departments as to the hours.—A. My point is that six and a half hours is a half an hour more than many private industrial plants believe to be the number of hours that men working at manual labour can work efficiently. Brain work, or the work that is ordinarily carried on by civil servants, is even more taxing on the powers of the man than manual labour, and we do not feel that six and a half hours is a bit too much; in fact, the day will come when labour will not work longer than six and a half hours.

Q. You said a bit too much; you mean too little.—A. Yes. It has been shown conclusively that if the hours of labour are cut from nine to eight production is increased per day, and if the hours of labour are cut from eight to seven production is still further increased, and in some lines of industry—

Q. Where does it end? Where do you get the maximum?—A. Some lines of industry it has gone to six, with increased production per day.

Q. You will admit your knowledge of this is entirely from study?—A. Absolutely. English experience has been conclusive on that.

The CHAIRMAN: I think this evidence would not be of much value to us.

Mr. BOYS: Unless he can show civil servants are called upon to work harder than those engaged in the ordinary commercial enterprises of the country. I do not think we would want to spend much time on it. Take the average stenographer in the store, do they not work from nine to six?

WITNESS: Yes.

Mr. BOYS: Do you think they can get more money than the civil servant? If you do, I can tell you that the average stenographer in the country gets a great deal less than the stenographer down here. That is absolute knowledge.

The CHAIRMAN: And works harder.

Mr. CHARTERS: What about these reporters who are taking the evidence here? They have been working for four months. Here are several men working, not six hours, but I should think about 12 hours every day and at high pressure. What we want to do is to get out of the Civil Service all the people who are receiving money which they are not earning, and pay the servants who are earning the money decent salaries.

Mr. LONG: That leaves a very important problem unsolved. He wants these men paid a certain amount of money in order to increase their efficiency up to one hundred per cent. At the same time, he wants one of their articles of faith in their federation, which is not to fire but merely transfer, adopted at Ottawa.

WITNESS: Yes.

*By Mr. Long:*

Q. If you increase from 35 to 85 per cent efficiency, what are you going to do with the surplus labour?—A. Our point is that it will take considerable time to increase efficiency from 35 to 85 per cent.

Q. To get them out of the slouchy habit?—A. Yes, it will. If you put in super-annuation and no new appointments to the service above the lowest grades, the natural increase in the service, it will enable vacancies to occur and will enable you to cut down the number of employees approximately as your efficiency will increase. There is just one other statement I would like to make with regard to the activities of the federation.

The CHAIRMAN: We are not particularly interested in that.

WITNESS: Except there has been quite an attack on our activities. We have many activities, and we are sincerely attempting to increase the efficiency of the service. I should appreciate questions on that.

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The CHAIRMAN: We will not enter on that to-day. What shall we do with Mr. Grierson's statement?

*By Mr. Charters:*

Q. Is he sick?—A. He is down and out in one way. He looks all right, but he has blood-pressure of 90 instead of 140, has a very bad attack of sciatica and is walking with a cane, and has just come back from a course of treatment with the doctor and does not feel that he is able to concentrate on anything for as long a time as it would take before the committee. He could get into a car and come here.

The CHAIRMAN: I notice this statement deals with the functions of the Federation?

WITNESS: He wished me to impress upon the committee the fact—and anybody who knows him will realize it—that it would have given him great pleasure to have been here.

The CHAIRMAN: Mr. Grierson's statement will be put on the record.

The statement of Mr. Grierson reads as follows:—

"I regret that I am physically incapacitated for the moment from responding to the instruction to attend the Parliamentary Committee issued to me through Mr. Walter Todd. As I believe your committee affords the organizations of the civil service a most exceptional opportunity I have ventured to prepare a short memorandum on matters that may appertain to your inquiry in case you may see fit to accept evidence submitted in this manner.

I desire first of all on behalf of the Civil Service Federation to express the sincere gratitude and appreciation we have all experienced in the passing of the Civil Service Act of 1918, and all that is comprised in that Act, and we enjoy a similar feeling of pleasure in the knowledge that the Prime Minister has announced that the Purchasing Commission is to become a permanent Department.

Perhaps you will permit me to point out that the function of the Federation is two-fold?

(1) To facilitate the formation of associations of civil servants so that their views as a whole may be co-ordinated and so that if necessary the status of civil servants as a class may be protected.

(2) To co-operate in every possible way with the Government in the setting up of a model system of Public Ownership in Canada.

I beg to offer a few suggestions as follows:—

(1) Treating in this brief memorandum rudiments and fundamentals only, I would first of all suggest that the highest purposes of the state would be served were it possible for civil servants to be represented in parliament by nominees of themselves who with the fullest first hand knowledge might as required adequately present the case for civil service efficiency. The service has many friends in the House of Commons to whom we are under a great debt, but a civil servant or other person specially informed and inspired to speak on their behalf would seem to be very desirable. The introduction of the principle of "proportional representation" would furnish the means for this to be brought about.

(2) Whitley boards or councils have been introduced both in the British and United States navies. This democratic method of discussing scales of wages and working conditions from time to time would be most advantageous.

(3) Trial or appeal boards are in vogue in other countries. In Canada civil servants are the only class who are denied the right to appeal against injustices real or imagined.

(4) It is generally admitted that there is an overmanning of the service. This condition entails a double loss, viz:—in the waste of money capital and in the waste of physical and mental capital in the case of persons whose energies are not

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fully engaged. This condition handed down from other times is difficult to overcome. The congestion may be relieved by arbitrarily stopping all new appointments (except technical ones) for an indefinite period and utilizing the surplus which may exist in various departments; and concurrently putting into effect a Superannuation Act.

(5) The necessity of superannuation in public service organization has been established time and again and no doubt the actuaries will give evidence on this subject. Civil servants are debarred by the nature of their occupation from amassing the wealth needful to provide for old age.

(6) Temperamental and psychologic vocational appointment and adjustment. The idea involved in this suggestion is not new though it is undeveloped and it has been practised and has made considerable progress in other countries.

(7) It has been stated that large organizations of business involved the piling up of masses of routine work. Interest might be aroused to offset the ennui and lethargy of the deadly routine by (a) a more generous distribution of responsibility; (b) the interchangeability of the duties of office where possible.

In the brief space of time permitted to me, those few notes are all time allows me to present to your committee.

In conclusion I would just point out that the management of the civil service before the great reform was often unbusinesslike and not always creditable.

This condition has been keenly felt by patriotic civil servants. What surer criterion can there be of a nation's conscience than the reputation established by the trustees who carry on the nation's work by means of the civil service? Civil service organizations desire to help in a humble way by suggested idea or by active co-operation in bringing to Canada the honour of carrying on the best national service in the world.

(Sgd.) F. GRIERSON, *President,*  
*Civil Service Federation of Canada.*"

The committee adjourned.

June 23, 1919.

The Committee met at 2 o'clock, to-day, Mr. Steel, in the Chair.

Mr. W. P. GRANT, General Manager of the H. J. Daly Company, Limited, Ottawa, sworn.

*By the Chairman:*

Q. What has been your experience previous to this, Mr. Grant, within the last few years?—A. I was for twelve years with the National Cash Register Company, probably one of the most highly organized propositions on this continent.

Q. What was your work in connection with that?—A. I was an agent for the sale of the registers, but I have been in the Departmental store business all my life with the exception of the twelve years I was with the National Cash Register—in departmental stores in the United States.

Q. We would be glad to have from you a statement as to the method of organization of the staff in your company and also some information as to your method of supervision so as to secure the most efficient service from each and every employee.—

A. When anyone makes an application for a position—

The CHAIRMAN: We are not asking for anything you would not wish to tell?

The WITNESS: Oh, dear, no. We have nothing to side step. When anyone applies for a position they are turned over to our employment bureau and their qualification, experience and the particulars are taken there and which ever department is in need of an assistant they are turned over to that department.

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Q. How is this bureau constituted?—A. Our accountant takes charge of that end of it. Then they are taken in hand by the superintendent and they are taken up to a school room where instructions are given, if they have not had previous experience, in how to make out accounts, how to handle a cash register. Then they get an outline of the policy of the house and what is expected of them. They are then taken down to the department and turned over to the particular department the head of which has direct supervision over them. Then of course, we know by their records, by their time card—we have the time clock system—we know by the time card and by the daily reports as to how they are as regards coming on time.

Q. You might describe to the committee how you keep check of their attendance and punctuality?—A. We have this International Time Recorder Clock. I think there are quite a number of them in the public service. There are a number in the Militia Department. The employees report as they come in in the morning, when they go out at noon, when they come back and when they go out at night. These four times are printed on the card. Ever morning the time keeper turns in a report of those who are late or absent.

Q. That is for the previous day?—A. Yes. We don't get that until the next day because the records would not be complete.

Q. If an employee is absent, what is done?—A. If it is only late, they have to bring their card to the Superintendent to sign. We find that that has a very beneficial effect. If they came in before, under any other system, they would simply be reported as late. That would not have the same effect, the same disciplinary effect as having them bring the card. The time keeper says: "We will take that to the Superintendent for signature." Of course we have been here only a little over a year and we changed the method which used to be docking the employees because, if they were late, they were paying for it.

Q. You find your present method more satisfactory?—A. Much more satisfactory.

Q. That will take a little of the time of the employee?—A. It does. But there is such a small percentage now. They come up to the office and have their card signed and are asked an explanation why they are late. Then, if they are absent they are docked. Again, if there are any in the store, probably in the morning, who are not feeling well and want to go home, we will sign their passes and we don't dock them for that day.

Q. You take the full day's pay when you dock?—A. We don't dock for that day. If they go home—

Q. When you do dock?—A. The time they have been away.

Q. Do you pay no half pay?—A. No, no half pay. We find that ours is a protective measure to the conscientious ones who are always what is called "Johnny on the spot." We have found that, in a large staff, there will always be a certain number who do not take their jobs seriously. It is a sort of stopping place as it were.

*By Mr. Mowat:*

Q. That would apply to the girl who lives at home, who does not take it seriously?—A. Of course. Girls depending on their own exertions we find are more effective.

*By the Chairman:*

Q. You have told us what is done with the employee who reports in the morning and asks to be allowed to be absent. What is done with the one who does not report?—A. They simply return and their time card is not marked. They are docked for the time absent.

Q. Do they report to the superintendent?—A. No. We know by the time card. If there is any mistake or any question they bring the time card, when they find a slip in the envelope showing they have been docked.

Q. And wish for any explanation?—A. Yes.

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Q. If they were on pay, it would be necessary to ask for explanation of their absence.—A. We would surely do that. The fact that they are docked shows that the reason is evidently a good one.

Q. If an employee were absenting himself frequently, say a day a week?—A. Immediately it came to where we could get someone better, we would not hesitate. We would simply let them go.

Q. Or ask them to do better.—A. Of course. That is part of the policy. We get a report from the head of the department that so and so is not up to the standard, that he is listless. Then we look up the record of sales. It might be fairly good. It might be just probable that he does not like the department. That often happens. We have an interview with him and try him in another department. We have found that beneficial sometimes. Probably he does not like the head of the department. Probably he does not like the people he is working with. All right, we will give him a change. Sometimes, we find that beneficial.

Q. Would you explain your organization showing the division into departments and what authority the heads of the departments have over individual employees?—

A. The head of the department has full sway over them except as to discharge. He can recommend that they be removed or spoken to, or recommend that the wages should be advanced. We get a direct report on that. Then of course, there is the sales record and their absenteeism and their time card (which is a fairly good indication). The superintendent will come to me and the head of the department will report to the superintendent. When it is any serious matter it will come to me.

*By Mr. Loggie:*

Q. The manager in the department has no power to engage or dismiss?—A. No, he can recommend only. That is equivalent to hiring them. It would not be equivalent to discharging them because we would probably try them somewhere else if we felt that it might be dislike on the part of the head of the department, although that very rarely happens.

*By Mr. Mowat:*

Q. It is most unusual that you don't accept the recommendation for hiring?—A. Yes.

*By the Chairman:*

Q. Does the head of the department report to the superintendent?—A. As occasion demands. There is no regular report. We are usually closely in touch with the time card and the record of absenteeism and their sales on which we have a report every week. They cannot be falling away, late in time, if they make a certain percentage of sales.

Q. You don't ask for a regular weekly report on each employee?—A. No.

*By Mr. Loggie:*

Q. Do persons looking for a situation apply to the head of the department?—A. No. They don't. They go direct to the management. The head of the department, however, comes often up to us and says, "I know so and so to be a very good girl." If there is a vacancy in that department we will fill it.

Q. And she applies direct to the bureau?—A. Yes, to the employment bureau as we call it.

Q. The superintendent may tell you that he knows that girl?—A. No, the head of the department may tell the superintendent that he knows the girl, if they require any one in the department. But anyone coming into the house is directed to the employment bureau.

Q. Is the man in charge a superintendent?—A. No, he is the accountant.

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*By the Chairman:*

Q. What results would you expect to have in your organization if there were anything but the strictest supervision over the absences and the lates?—A. Well, I am afraid that we should find quite a percentage who would take advantage of any laxity of system.

Q. Can you give the committee any idea as to the percentage of days of absence?—A. I asked this morning before I came out and he said: "I have not the figures at hand but they are quite small."

*By Mr. Mowat:*

Q. About what?—A. Oh, they won't figure.

Q. Of one hundred girls, how many?—A. Not three per cent.

*By the Chairman:*

Q. How many employees have you?—A. We generally have three hundred and twenty.

Q. About how many females?—A. The females will be at least three quarters of them.

Q. About two hundred and fifty females?—A. Yes.

Q. Do you think the percentage of absences would not be more than three per cent?—A. I think not.

Q. In a year that would amount to eight or nine days. Do you allow the employees holidays?—A. Yes, if they have been there a certain time.

Q. How much?—A. If they have been there a year, one week. They may take as much more as they like at their own expense.

*By Mr. Loggie:*

Q. Is that a general practice, one week?—A. I think so. That is the condition we found and we accepted it.

Mr. LOGGIE: In the departments, they get two weeks, do they not?

Mr. MOWAT: Three weeks.

*By Mr. Loggie:*

Q. Have you any limit to the other weeks?—A. It depends. In July and August the more they take the better it suits. They generally take—most of them take another week, some of them a month altogether.

*By the Chairman:*

Q. About that absence, Mr. Grant, there would be about three hundred working days in the year?—A. Yes.

Q. Three per cent would be nine days. Do you think that your employees on the average, are absent nine days a year over and above the holidays allowed them?—A. No, I would not say that. None nine days. I doubt it.

*By Mr. Loggie:*

Q. That would be nine girls away all the time and if every girl were in her place all the time you could do with nine girls less?

Mr. MOWAT: At the risk of discontentment among those who were there.

The WITNESS: I would hardly want to say that there are nine away every day. No, there are not. Probably three out of the lot. No, I think that three out of the lot a day would be a nearer estimate.

*By the Chairman:*

Q. Which would be about one per cent?—A. Yes, one per cent.

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Mr. MOWAT: You amaze us. In the Post Office Department there is forty per cent.

The WITNESS: Well, that is probably because they can do it. They allow them so many days and that gives them the idea: you must be sick for so many days.

*By the Chairman:*

Q. From your general business experience, Mr. Grant—perhaps you cannot give a definite reply to this—from your general business experience would you consider say three or four days in the year absence on the part of each employee in a large staff about the regular thing?—A. Well, I think so. I would consider that enough. If there were a larger percentage—I was going to say if there were any employee away oftener than that I would be inclined to think—

Q. Of course an average might be increased somewhat by a lengthy absence on the part of one or two.—A. Yes, but it very very rarely happens, except at such times as the time of the Flu.

Q. Have many of your employees been on the staff for a considerable time?—A. Yes, we had quite a number there, when we came. I don't know how many.

Q. Of course that is only a year ago?—A. About a year ago.

Q. My idea was to know if there would be some employees who had been five, ten or fifteen years in your employment.—A. There are quite a number. One girl left on Friday to get married who had been there nine years.

Q. We can understand that the new employees perhaps are less subject to ailments than those who have been in the employ of the company a considerable time?—A. I think I said earlier in my evidence that we felt that docking and any other disciplinary measures were really essential for the protection of the conscientious ones who were always doing their best.

*By Mr. Mowat:*

Q. What is the effect, in your experience, of absentees upon those who are conscientious and who are regular—where they have to do the absentees work. Does it create discontentment?—A. It just comes into my mind that on two occasions last week I had a departmental head come to me and said the girls complained that so and so was away several times and that they had to do her work. It does create discontentment, I know. That is in the case of those who are prone to do that sort of thing.

Q. Well then, discontentment diminishes the loyalty of the employee to the institution?—A. Absolutely.

Q. You are quite strong on that?—A. Absolutely, because it could injure us in many ways, indifference in waiting on customers for instance, if their heart is not in the business.

Q. That is if they feel that they are doing more than their share of a day's work?—A. Yes.

Q. In your experience, in your different positions there, and also in the cash register business, have you found it advantageous to give to the head of the department the right to dismiss? Does he not have a greater power of discipline over the girls?—A. Well, I don't know that I would want to agree to the head of the department having the right to dismiss. A recommendation would be all that we would need I think.

Q. You say that your practice is now that you take their recommendation without question for hiring?—A. Yes.

Q. But you desire to be the judge of dismissals?—A. Yes, because we might change them to a different department. We would find from other sources whether this was a just request for the dismissal.

Q. You cannot leave it to him? There might be spite. It might be preference and favour and disfavour?—A. Yes, we feel that that might arise if we don't have the

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final say. It is very rarely of course that we do. The head of the department says: "She won't do this or that."

Q. The trouble is that the heads of the departments as a rule favour certain girls?  
—A. Yes, I think I have seen evidence of that kind but nothing very startling. Each department must produce a certain quota of sales and the clerk has that quota. According to her salary she is supposed to produce so much business. So, if she is producing the business, she might be impertinent to the head of the department still she might not be impertinent to the head of another department and we change her into another department.

Q. But human nature is human nature and the girl who can make herself agreeable to the head of the department has a better time than the one who is impertinent?  
—A. Naturally.

Q. And her absences would not be noted so much by the head of the department. Does that in your experience create any dissatisfaction among other girls?—A. We would notice the absences, we would have a report.

Q. Suppose it is a slight illness, a case of fatigue. Does the head of the department not have the right to excuse her?—A. He must sign a card. Suppose the girl is indisposed, she goes to the head of the department. He signs the pass and then it is turned over to the superintendent.

Q. But does anything depend on the favour or disfavour of the head of the department?—A. I hardly think that would apply in a department store, because the head of the department is only too anxious to get what sales he can. He is responsible for the success of the department.

Q. In what respects, in credit or money, in actual material advantage?—A. Material results, well, largely that. That is the great measure we have of the success of a department.

Q. And if the sales are good and going smoothly that means his business career is advantaged?—A. Yes it is only reasonable to suppose that his help must be loyal to him or he would not get the results.

Q. And his emoluments would increase?—A. Surely.

Q. Have your girls in the clerical department and in the sales department the same hours?—A. Yes.

Q. What are those hours?—A. We were first to adopt the 8-hour day for departmental stores. They come at 8.45 in the morning so that gives them a quarter of an hour to prepare for the opening of the store. The store closes at six and they have one and a quarter hours for dinner. That makes an 8-hour day, except July and August, when we give them Saturday afternoon.

Q. Then perhaps it would not be out of the way if you were to give us your opinion whether, if a deputy head of the civil service were given a certain amount of money to run his department, he would get better work than if he took the clerks who were appointed without his say?

The WITNESS: You mean if he hired his own help?

Mr. MOWAT: I mean that he has a certain amount of money to distribute among as many as could do the work. We want to know whether you could get the civil service on a commercial basis.

The WITNESS: Well, we are giving the bonus to heads of our departments, that is a percentage of the profit they have made in addition to their salary.

Q. And you carry it out in practice?—A. Oh, yes. We only did it with a few when we came in. But when we go to the new place that is to be the understanding with heads of the other departments.

Q. Suppose the head of the department had thirty men and women, you would add up the salaries of those people and say to him: There is the money for next year. I want you to employ just enough persons to do the work as well or better than

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the thirty persons are doing it, and he could employ twenty, perhaps, and do the work. Would you consider it fair for him to share in the balance by way of bonus?—A. Surely, we would get it in another way because the Budget assessed him would be less and that would increase his profits of course.

*By the Chairman:*

Q. Another question in regard to that matter of absences. You spoke of employees who were inclined to be discontented at the absence of some of the other employees. If they knew that those employees were absent on pay do you think that the discontent might be greater than if they knew they were absent without pay?

Mr. MOWAT: It is the parable of the labourer and the penny a day.

The WITNESS: There are not so many cases as would make it matter very much. It is only occasionally that we do hear of so and so being away.

Q. But do you expect—would you expect, from your knowledge of employees that they would be more discontented if they knew their fellow employees were absent and leaving them to do the work?—A. Yes. That is human nature.

Q. Can you give us any information regarding the absences of the male employees as compared with the absences of the female employees?—A. The absence of the male employee is so rare as not to be noticeable.

Q. Do you think the female absence is greater?—A. Yes. In fact we hardly hear a case of a man being off, except it is a matter of business.

Q. Your employees serve eight hours a day. Do they complain of the physical tiredness or strain?—A. No. We are not martinets. If there are no customers they are not compelled to be always straightening the stock or anything of that kind. If there are no customers to be waited on they may sit down. We endeavour to make things as pleasant for them as possible.

Q. Yet you don't employ more than are necessary to keep them reasonably busy?—A. Oh, no. It is in the afternoon that most business is done. People don't seem to get into the habit of shopping in the morning. In that way the rush hour is in the afternoon. The employees seem to be well pleased. The hours used to be 8.15 in the morning with doors open at 8.30.

Q. From the point of view of the female employees, do you think eight hours too much?—A. I don't think so.

Q. Do you think an hour and a quarter long enough for lunch?—A. Yes, in a small town like this, where the distances are not great for them to travel. I used to work in one large Department store in the States where they got half an hour for lunch. They brought lunch with them and had it in the lunch room.

Q. Too long a lunch hour has a tendency to make them careless about returning?—A. Yes I think there are a number of stores which open at eight thirty, they give their clerks an hour and a half for lunch just to make up.

*By Mr. Loggie:*

Q. Some of the stores in this city open at eight thirty?—A. There are still some.

Q. And they start to work at eight forty-five?—A. Yes.

Q. It is practically the same thing so far as working hours are concerned?—A. It is practically the same thing.

The WITNESS (continuing): I was saying that we adopted some of the methods of the National Cash Register Company in giving them a talk, when they come in, along the lines of loyalty and that, instead of service with one eye on the clock and the other on the pay envelope, how much better result they would obtain by being loyal to the company, how they should make the present opportunity a stepping stone to better things instead of simply looking upon the job as a place to abide for a time.

Q. What system have you for advancing your staff in their pay. Does the Departmental Manager have anything to do with it?—A. Oh yes, he can recommend that. In

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fact nearly all recommendations come from the heads of departments because employees are encouraged to go to the heads of departments and heads of departments will know whether they merit it or not. The head of the department may recommend an advance without knowing the condition of the selling record. He may recommend them because they are willing and obliging.

*By the Chairman:*

Q. Do you have conferences between the heads of the departments, the superintendents and the General Manager?—A. Yes, we are very strong on that.

Q. Do you consider that important?—A. It is very important.

Q. To maintain efficiency on the part of the staff you consider conferences necessary?—A. Yes, we have been strong on that. The managements, the heads of the departments, then the superintendent will have classes with the employees. It gives them a better understanding. We unfold our plans and what our intentions are. We let them thoroughly understand that we have a supervision over them, and that promotion is coming to the deserving ones.

Q. It acts as a stimulus to the employees?—A. Yes.

Q. Could you give us any general idea of the average wages of your female employees?—A. I could not. Of course, I presume wages in department stores do not compare with Government wages.

Q. We don't wish to inquire into what may seem private. But could you give us an idea as to the minimum and maximum among the females, speaking generally?—A. The minimum for a girl, if she is new, and does not live at home, is nine dollars a week. She does not earn it of course.

*By Mr. Loggie:*

Q. If she is living at home?—A. Anything—seven or eight dollars. Immediately they become proficient it is ten, twelve, fifteen, eighteen.

*By the Chairman:*

Q. Would you consider fifteen dollars a week fairly good wages?—A. That is a fairly good wage.

*By Mr. Long:*

Q. Do you make any concessions to them in the way of prices?—A. Oh, yes.

Q. It is a financial consideration?—A. Surely.

*By Mr. Loggie:*

Q. That is done by a percentage off?—A. By a percentage off the selling price.

The Committee adjourned to meet again at the call of the Chair.

OTTAWA, June 26, 1919.

The Committee met at 2.30 o'clock to-day, Mr. Steel in the Chair.

Mr. A. D. WATSON, sworn.

*By the Chairman:*

Q. What is your position in the Civil Service?—A. Actuary in the Insurance Department.

Q. How long have you held that position?—A. I think it is just four years, as nearly as I can remember.

Q. What was your previous work?—A. I was in the same line of work, actuarial work, although I did not hold the position of actuary.

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Q. In the Civil Service?—A. Yes. I have been in the department for thirteen years. I was in the same line of work, but did not hold the title of actuary until four years ago.

Q. Did you have any experience prior to going into the Department?—A. No, I came from the university.

Q. You are a university graduate?—A. Yes.

Q. What university?—A. Dalhousie.

Q. Have you prepared any statement for the committee?—A. I have not. I have been so busy that I have been unable to. I thought perhaps that what you would want was so general that it would be very little use for me to prepare anything.

Q. The committee is interested, Mr. Watson, only in the inside service. We are anxious to know your views and what evidence you can give as to how superannuation would affect the efficiency of the service. That is the general question we put. You have no statistics regarding the Civil Service?—A. No. Statistics might be compiled from very many points of view on that subject. Undoubtedly there are a good many men in the civil service, some women too, who have passed from the age of main usefulness. The Civil Service Commission some time ago obtained figures from the different departments in regard to that matter.

Q. Have you seen that report?—A. I saw the memorandum and they set out a considerable number who might with advantage to the Department, be relieved of their duties.

Q. Have you any specific information to give to the committee as to the need, in addition to what you have seen, in that memorandum?—A. General information in this way—that it is the concensus of opinion of civil service administrators the world over and also those charged with the responsibility of administering large industrial concerns—they are of one opinion that to obtain the best efficiency in any large establishment there must be some well ordered system for superannuating the aged and also those who become inefficient by reason of ill health. There are no two opinions about that question generally speaking.

Q. Could you give us a summary of the different reasons why those views are held?—A. I would like to say, first of all, that a scheme of superannuation to attain its greatest usefulness should form a part of the general scheme of administration of the institution. Whether it is the civil service or a bank it should fall in with the scheme of appointment and of promotion and most of all, of retirements. It would be an easy matter to have a scheme of superannuation in an institution, particularly in the Civil Service—if we are considering the Civil Service as one—where it would not make either for economy or efficiency. In a service where appointment is made by patronage and promotion is made the same way and a scheme of superannuation is provided for absolute retirement, say at sixty-five years of age or somewhere around there,—a scheme of superannuation in a service of that kind—I doubt if it does accomplish anything. But if in a service, the scheme of appointment and of promotion is well ordered and well thought out, then a well advised scheme of retiring employees on a financial consideration will undoubtedly help and the reasons are these: First of all, it is a peculiar attraction to men entering the service. One can easily realize that thinking of one's own life as a young man, thinking of taking a position, say as an engineer in the Government with a fair salary, and fair treatment in the way of superannuation, or, on the alternative, taking a position perhaps with a larger salary but with no superannuation—generally speaking, you would decide for the employment where there was superannuation.

Q. Feeling that old age is provided for?—A. —is provided for. I would not like to put too much stress on the effect of superannuation in attracting men to the service. The main need is to retain men after they have acquired efficiency. That has been the trouble with the Civil Service. Too many of the men, when opportunity has knocked harder than they were prepared to resist, have not in many cases resisted.

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They have taken positions outside. Of course, it usually means a good deal more salary than in the service, because a man, when advanced in years, does not like to break up his life without considerable advantage. Perhaps the main consideration of superannuation is that it holds men in the service when their efficiency is well established. The next great important thing is that a well advised scheme eliminates from the service those who, through ill health or advancing age, are unable to render the service they are supposed to render. The memorandum of the Civil Service Commissioners says that there are a large number in the Civil Service now, and perhaps there are a good many more in the service who don't appear in the memorandum, who might with advantage be superannuated. It is hard to realize the loss there may be to the country through one civil servant occupying or blocking, as you wish to put it, a fairly high executive position, where things are simply dead year after year when initiative ought to be brought to bear on the administration of the department. That situation may continue and sometimes does continue for years and the loss is nowhere comparable with any superannuation allowance. It may be twenty times the superannuation allowance he would draw. Look, from another point of view, whether it is not more economical to allow men who are unable to render at least reasonable service to stay at home at one half or three quarters of the salary or continue where they are on a full salary. That is another way of looking at it.

Q. Under certain conditions, you think that might be to the best interests of the State?—A. There are many cases where the Government could pay them three or four times the salary and allow them to stay at home. That would not be on the average.

*By Mr. Long:*

Q. Have you any particular case in mind when you make a statement of that kind?—A. One would prefer not to say so. I have a case in mind, however, of a high administrative official. I have heard things about his department and they are very many, and I know the administration must be interfered with a very great deal because he is very old and tumbles about, and it is so hard to get anything done in a department of that kind. I have not the least idea what the loss must be to the country, but it must be enormous.

*By the Chairman:*

Q. These reasons for superannuation apply pretty generally to all large organizations. Are there any reasons in addition to what you have given that especially apply to the Civil Service?—A. The three main reasons I have given—attracting men to the service, retaining them when they have attained efficiency, eliminating them when they fall into inefficiency, and particularly in old age. In giving those points I am looking at the thing purely from what one might call an economic point of view, leaving out of account any feelings, any sympathetic consideration for aged employees. That has its place, but I think superannuation can be defended simply on economic grounds alone and the main reason why it can be so defended is that the administrative service is carried on by human beings, and one human being will hesitate to put another out on the street after years of service simply because he cannot stand up to his ordinary work. I might relate a little incident that occurred some years ago. There was an elevator man in the House of Commons, and complaints were made about him that he was shaking so much people were afraid to go up and down with him. The matter was brought up in the House of Commons. Mr. Monk, who was then Minister of Public Works, said—you will find it in Hansard “I never dismissed a man on account of age. I will have to see what can be done about it,” or something to that effect. That is just the situation. Men responsible for other men are not going to turn them out. Then it becomes a practical matter what methods may be adopted of relieving them of their duties in a humane and proper manner, with advantage to everybody. I think the retiring age on the average should not be so advanced that it

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would break men, that everyone would break down in the service. That is my personal opinion. I think a man should retire at such an age that, generally speaking, he is able to take up new pursuits, and, in a way, to re-arrange his life again. If he stays too late, he is liable to fall right down when giving up his life work. He cannot take up new interests later.

Q. The Civil Service are paid salaries which presumably are reasonable. We appreciate the force of the argument you have given us in favour of superannuation generally. But why should civil servants, who are in the employ of the State at reasonable salaries, be further provided for by means of superannuation?—A. It becomes a practical problem. We have to determine which way, in practice, the business of the country can best be run.

Q. I understand that. But why should civil servants not be able, out of the salaries they receive, to provide for their old age?—A. You may do it as you like. It is very largely immaterial which way you do it. The social, economic arrangements that we undertake to put into force have a way of very shortly adjusting themselves. They work themselves out. For example, if the Government were paying high salaries, we will suppose and in addition were offering liberal superannuation without any reduction in salary—it would not be economical to start with—but it might very well adjust itself in the course of comparatively a few years into being an economical policy for the reason that the Government would have the very pick, the most efficient help the country could produce. There are very few positions so menial in the service or anywhere else where an industrious, stirring individual cannot effect great improvements and produce results that will have economic value. If you start a superannuation scheme with reduction of salaries, conditions will have a tendency to adjust themselves. In England they have gone into that very thoroughly. They had departments side-by-side with one another. They had one with superannuation and the other without and the same class of work in both. They came to the conclusion that employees with superannuation are held to their work on lower salaries than those in other establishments.

*By the Chairman:*

Q. After all it becomes a practical matter as to what is most profitable to the State?—A. It is a practical matter mainly and that is looking at the thing broadly, from every point of view. There is one objection I think to a free pension scheme. I am not in favour of it personally, although I do believe on the whole it is perhaps the most economical. But there is one point of view. It is doubtful if in the long run your employees are going to be so well satisfied under it. First of all there is just a suspicion—well, already, there is a suspicion against the Civil Service that they are, in a way, living at the expense of the country. If in addition a free superannuation scheme were given, it is rather irritating to employees and then again the salaries are kept—that is the experience in England—are kept at a lower scale than they otherwise would be and in some particular cases, where men are practically forced to leave their employment for personal reasons, there is no scheme under which any return can be made to them. They have contributed nothing. They can make no claim for return. That, under the railway scheme in England has proved an unsatisfactory arrangement. Men feel that they should get some consideration when they leave although of course they cannot expect to get the full quota.

*By Mr. Boys:*

Q. You are in favour of retirement as a civil servant grows older, giving reasonable superannuation?—A. Yes.

*By the Chairman:*

Q. After a superannuation scheme came into force, it would be to the interests of the country and possibly of the service that every care should be taken to prevent admission to the service of persons who would, at too early an age become incapacitated from physical reasons?—A. Yes.

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Q. Would you recommend a medical examination such as an insurance company, for instance, insists upon?—A. I don't think that it would be well perhaps to go to the extreme of an insurance company but certainly there ought to be a good physical test. A man perhaps might have some physical impairment and yet be an excellent man in the service. He might have a heart which is not too good which would make him an unfavourable subject for insurance. But he might be a splendid civil servant for years. But certainly generally speaking there should be some physical test. That is practically all that can be said or done on a thing of that kind.

*By Mr. Boys:*

Q. You have considered the matter yourself and you have given us your opinion as to what you think ought to be done with regard to superannuation and retirement. Is there anything further you would suggest?—A. In addition I think there should be included benefits for widows and children.

*By Mr. Loggie:*

Q. What about payments from the members of the civil service?—A. I am in favour of their contributing.

Q. Would you say twenty-five per cent or one-half?—A. My personal view is that it would be better for the employees to contribute a pretty stiff percentage. I would say they ought to start out with the idea of not paying less than one-half, the Government providing the balance. It is impossible to figure out that half and half precisely. It is ostensibly done but it cannot be done exactly. If you say half and half, you have to be adjusting your contributions all the time. Instead of that, I think a scale of contributions should be determined to start with and if experience shows that the contributions amount to more or less than say one-half, the Government should take the profit and loss.

*By Mr. Loggie:*

Q. What percentage of the salary would be necessary?—A. A very good system could be set up with ten or twelve per cent. There could be fair benefits with such a percentage.

Q. So far as you know would the civil servants generally be in favour of paying a considerable percentage?—A. I think so.

Witness discharged.

The CHAIRMAN: I have received from the Canadian National Railways a statement as to the absence among their employees. I think it might very properly be placed on the records.

Mr. BOYS: What is the average?

The CHAIRMAN: 1.41 per cent, or a little less than four days a year. The employees total 885. Of these 529 are males and 356 females.

The committee adjourned.









