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## THE CIVIL SERVICE COMMISSION

The federal civil service in Canada is made up of the large body of permanent and temporary employees of the government. It embraces federal government personnel not only in Ottawa but also throughout the whole of Canada.

With the exception of cabinet ministers who head government departments, persons on the staff of these departments are in the civil service. While departmental heads may change with an election, the staff in those departments remains unchanged. This staff has the experience, training and specific knowledge necessary to advise the minister and carry on the work of the department. Thus the responsibility for the government's business actually rests with this permanent body of civil servants, and continuity is provided to the Canadian form of democratic government. The selection of such a body is of primary importance to good government.

The employment and placement agency of the Canadian government is the Civil Service Commission. Its development can be roughly traced through the recurring attempts to remove government positions from the political sphere. Until 1908 patronage was the principle on which appointments were made to the public service. While in 1882 a Board of Civil Service Examiners was set up to examine candidates and issue certificates of qualification, the government of the day continued to make the actual appointments. As the service expanded and the need arose for continually more government employees, some uniform method of recruiting for the public service was sought.

A commission in 1907 reported in favor of the setting up of a two-man commission appointed by the governor-in-council. The civil service was reclassified, and a competitive merit basis was established for all members except deputy heads, technical and professional personnel and some in the lowest branches of the service. Promotion was by recommendation of the head and deputy head of the department, with or without examination. The entire service was placed on a higher educational basis, but the merit system was by no means firmly established. With the expansion that took place during World War I, new regulations were necessary.

In 1918 the Civil Service Commission as it is known today was established by the Civil Service Act. A third commissioner was added, and the principle of appointment after open competition and promotion by merit was laid down for all positions in the service, whether in Ottawa or in other parts of Canada. A complete reclassification of all positions and the establishment of new rates of compensation were among the first duties of the new commission.

## ORGANIZATION OF THE COMMISSION

The Civil Service Commission is composed of three commissioners who are appointed by the governor-in-council for 10 years on good behavior, with a compulsory retirement age of 65. They have the rank of deputy ministers and may be removed only by the Governor-General on joint address of the Senate and House of Commons. The commissioners therefore enjoy the same independence as judges, for they are not officers of the government in power or responsible in any way to the party holding office. Length of tenure of office provides continuity to their work and also aids the development of close co-operation between the ministers and commissioners. Regardless of party affiliations prior to appointment, the commissioners are required to be strictly non-partisan.



The commission's first responsibility lies in the setting up of new positions. Requests for a new position or the up-grading of an existing position originate in the department concerned and are passed to the organization branch of the commission. Here an investigator examines the request on the basis of proposed duties and qualifications and recommends the rate of pay. Final authorization to the setting up or up-grading of any position comes from the Treasury Board, a committee of the cabinet.

The organization branch deals exclusively with duties, qualifications and rates of pay and is not concerned with the individuals who are assigned to the positions. Whereas in most business institutions the rate of pay is established in accordance with individual ability, the theory on which the civil service is based is that the salary is fixed for each position, regardless of the person filling it.

When a position is approved by the Treasury Board, the request is passed along to the examination branch, which is responsible for filling the position. In the case of a new position the procedure generally followed is to advertise it and then conduct an examination of applicants. Those successful in meeting the requirements are placed on eligible lists in order of merit, with the exception that names of war veterans are placed before all others. Eligible lists covering a wide range of positions are maintained, and positions are filled from these lists in strictly numerical order. The person heading the eligible list is assumed to be the person best qualified for the position concerned. Whenever possible the request for additional staff is filled from eligible lists which, in peacetime, are replenished by means of examinations held at regular intervals. It is only when there is no eligible person available with suitable qualifications that a special examination is held.

The actual appointment is made through the assignment branch, which issues the certificate of appointment and thereby authorizes payment of the appointee's salary.

In addition to these main divisions of the Civil Service Commission, there is a large clerical staff to look after the extensive files and names which are kept of all applicants as well as the current files of present government employees.

The commission has the responsibility of obtaining and maintaining an efficient civil service, but final authority over expenditures rests with the Treasury Board. All expenditures in any government department or in connection with the government must be approved by this board. In the matter of providing staff for the government, it is the Treasury Board which ultimately approves or disapproves the necessity of every position, the compensation to be received by the person filling the position, and any subsequent reclassification (up-grading or promotion because of additional responsibilities assigned to the position) which may be made. In the case of the war departments, in fact, the staff could be engaged and rates of remuneration fixed by the Treasury Board alone, but the board has delegated its powers of organization, investigation, classification and appointment to the commission.

While authority for the expenditure of public funds rests with the Treasury Board, the commission, with its more intimate knowledge of the organization of the various departments and the work involved in the various positions, is often able to effect considerable saving. After thorough investigation of all departmental requests for additional staff and upgrading of existing positions, it recommends only those requests which are absolutely necessary to maintaining an efficient public service. By denying or modifying requests for reclassification of positions; abolishing some positions no longer needed and reducing the number of additional positions established, the commission has saved the public the following amounts during the last six years:

1938	\$540,000
1939	355,000
1940	155,000
1941	529,000
1942	1,843,000
1943	1,619,000

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While these figures may not seem significant when the yearly total expenditure on wages and salaries of all persons on the public payroll during the fiscal year ending March, 1944, was \$207,304,793, nevertheless they represent a saving that would not have been made were it not for reductions at the instance of the commission.

This saving was lowest during the first two war years when it was difficult to determine the degree of necessity of the departmental requests for new staff and reclassifications. Rather than risk instituting any savings at the expense of Canada's war effort, most requests were passed. When, however, there had been time to weigh the importance of new positions and judge the responsibilities involved, particularly in the wartime departments, the savings figures assumed new heights.

EFFECTS OF THE WAR

With the outbreak of war and the resulting increase in extent of the government service, the procedures adopted by the commission were severely strained. The War Measures Act of 1940, which empowered the government to take whatever steps it deemed necessary for the successful pursuit of the war, led to a series of orders-in-council which considerably modified the rigidity of the civil service system in respect to wartime appointments.

New departments were set up, and the commission was given the task of investigating staff requirements and rates of pay in connection with personnel. In most cases the commission was also made responsible for obtaining the staff necessary for these new departments. In order to speed up the method of appointment, the commission was accorded considerable latitude, and techniques of staff selection were left to its discretion, provided that the merit principle was not jeopardized. In many cases age limits were relaxed and examination standards modified.

Much of the commission's time in the war years has been devoted to the new departments where it is necessary to fill positions quickly and often in large numbers. Appointments to these departments are always classed as temporary. The wartime increase in temporary employees, shown below, has lifted the percentage of temporaries to 74% of the total in March, 1944, compared with 30.3% in March, 1939, and 34.5% in March, 1925:

	<u>Permanent</u>	<u>Temporary</u>
March, 1925	25,524	13,433
March, 1939	32,132	13,974
March, 1944	29,343	83,315

(these and other staff figures quoted have been prepared by the Dominion Bureau of Statistics.)

The number of permanent civil servants has actually decreased during the war years. In 1939 there were many more than twice as many permanent as temporary civil servants, but by 1944 the position was reversed and there are close to three temporaries for every permanent employee.

To handle its increased wartime work, the personnel of the Civil Service Commission has had to be considerably expanded. Some idea of the amount of work done by the commission is obtained when it is realized that a staff of few more than 50 investigators and examiners handled approximately 150,000 applications during 1943. About 25,000 files are in circulation at the commission each day.

The tremendous increase in the number of assignments made by the Civil Service Commission during the last few years is indicated in Table I (page 15). From a total of 9,183 assignments in 1939, the number increased to 19,300 the next year, a figure that was almost trebled by 1943 when the total reached 56,342. During this time the number of permanent assignments made each year has,



except for 1940, been below the 1939 total; it is temporary assignments that have absorbed the increase. There has also been an increasingly large number of women assigned to positions - 2,036 in 1939 and 36,795 in 1943. While 18 times as many women were assigned jobs in 1943 as in 1939, male assignments increased by less than three times.

While studying these assignment figures it is important to realize that they represent not only the number of newcomers who entered the government service, but also promotions, reassignments and replacements. Each of these, however, requires a similar amount of work on the part of the various departments of the commission.

#### WAR DEPARTMENTS

Extension and expansion of the government's functions since the outbreak of war have, of course, been the main cause of the great upswing in the work of the Civil Service Commission. Price control was the first new field to be entered. Even before Canada's declaration of war provision was made for the establishment of the Wartime Prices and Trade Board. Between March, 1940, and March, 1944, its personnel had increased more than 100%. The Department of Munitions and Supply, set up early in 1940 to centralize the buying of all supplies necessary for the prosecution of the war, presented a major problem in staffing. During its first year of operation more than 1,000 employees were appointed, and by March, 1944, this number had more than trebled. These wartime departments accounted for 17.2% of the total increase of Civil Service personnel between March, 1939 and March, 1944.

Perhaps the greatest personnel problem has been in connection with the three defence departments, where 42.4% of the total increase has occurred. Before the department was divided into three sections with a separate minister and staff for naval, army and air services, the total staff was 3,592. By the spring of 1944 the civilian staff of the naval department, smallest of the three, was well over that figure, and the total for them all was 29,625. In four years, therefore, some 26,000 civilian employees had to be found for the defence departments alone in addition to any replacements.

Staffing the Unemployment Insurance Commission, though not a war department, has also been a major task. This commission came into being after the Unemployment Insurance Act was passed in August, 1940, and by March, 1944, its staff numbered 5,728 - 8.6% of the total wartime civil service increase. As this branch of the government is to be continued after the war, a limited number of permanent appointments is being made to it.

In addition to the staffing problem, the task of organization and re-organization of the war departments has fallen heavily on the Civil Service Commission which has the responsibility of classifying positions and organizing the staff set-up of each new branch. The Department of National War Services has been one of the most fluid. Originally the mobilization of the armed forces came under this department, but this function was transferred later to the Department of Labour. The Office of the Director of Public Information was also part of it until September, 1942, when it was reorganized as the Wartime Information Board under the Privy Council.

The immensity of the task of staffing the new departments is indicated by Table II (page 16) which shows their growth since inception.

#### PERMANENT DEPARTMENTS

Permanent departments of the government also have generally been faced during the war by an increased amount of work. These departments are staffed in accordance with the Civil Service Act and its subsequent three amendments, and many positions are classed as permanent. It has been the policy of the Treasury Board and of the commission to make as few permanent appointments as possible, and to limit them to men with military service records, persons appointed by competition before the present war, and to positions normally filled by women. Considerable numbers of employees in permanent departments are class



classed as temporary. In some cases the positions are of limited duration; in others the positions were originally thought to be necessary for only a short time, but have continued to exist for years without being accorded permanent status.

Despite every effort to keep staff to a minimum, most of the permanent departments show a tendency to increase their number. In many cases, however, work has increased out of all proportion to the number of persons employed. Difficulties of maintaining personnel standards under these conditions are great.

With only a few exceptions, all the major agencies of the government come under the commission. Most important of the exceptions are the income tax division of the Department of National Revenue (which division was thought to be wholly temporary when it was set up in 1917) the National Research Council and the National Film Board. In the case of the last two, a limited number of junior positions is filled by the commission, and it is often consulted as to rates of compensation. There are also several smaller boards and commissions, both permanent and wartime, which are outside the jurisdiction of the Civil Service Commission. Certain important national questions have been removed from party politics by the setting up of special administrative boards and boards of inquiry (such as the Canadian Broadcasting Corporation, Foreign Exchange Control Board) but the administration and appointment of personnel to help with the work of these boards has not been given to the Civil Service Commission but to the board concerned.

From Table III (page 17) it is seen that the major staff increases in the permanent departments during the war years have occurred in the Departments of Finance, National Revenue (income tax) and, proportionately, External Affairs. More recently there has also been a noticeable upswing in staff numbers in the Departments of Labour and Pensions and National Health, before the latter's functions were divided between the new Departments of Veterans Affairs and of National Health and Welfare. Although much of the increased work in all these departments is a result of the war, it is likely that considerable numbers of the staffs will be necessary to continue the work of the departments concerned after the war.

A large task now facing the commission is the organization and staffing of the three new departments being set up as a result of legislation passed during the 1944 session of Parliament. In addition to Veterans Affairs and National Health and Welfare, there is the Department of Reconstruction which, however, is expected to have a relatively small staff as it will be a co-ordinating agency to plan the conversion of industry from war to peace uses and re-employment of ex-service personnel and war workers.

The total number of permanent and temporary civil servants in March of each year since 1937, as shown below, gives an overall picture of the increase in size of the civil service. Not all of these come under the Civil Service Act, but most of the increase has been handled by the Civil Service Commission.

1937	42,836
1938	44,143
1939	46,106
1940	49,739
1941	66,926
1942	83,781
1943	104,055
1944	112,658

STAFFING DIFFICULTIES

The general shortage of trained office workers and persons with technical knowledge is as great a burden for the commission as for business and industry. No men may be hired by the commission who are already in the employ of someone



engaged in war work. In many instances it is difficult for the commission to compete with business and industry in the matter of attracting persons to the civil service because of its rates of pay. A young girl with no experience may begin in the government service at a salary no lower than she would receive from other employers, but her increases are small and infrequent. Positions in the higher grades are not, as a general rule, paid as well as in private industry, and few top positions in the various departments carry a salary comparable to the responsibility involved.

The difficulty of obtaining staff is a continuous one that is further intensified by the problem of keeping employees in the service. Turnover rates are very high. Enlistments, marriages, home responsibilities, chances of higher compensation in other positions, desire for a change of scene or for a permanent position have taken a heavy toll, especially in the lower grades.

The civil service is given a high priority rating by Selective Service, and men are "frozen" in their positions. Permission may be granted men to leave if they are going to some high priority industry and if they can be replaced, but many applications to leave are refused. Men may, of course, join the armed forces. Even with the restrictions imposed on them, about 100 men are leaving the civil service each month.

The problem is particularly acute among the women. Although there are no regulations governing the movement of women from the civil service to other positions, commission officials try to persuade them to remain in their positions before granting them permission to leave. During the first five months of 1944, however, the average loss of women from the service was more than 300 a month. These are mostly in lower grade clerical and stenographic positions - just the ones that are most difficult to replace.

The rate of turnover is high in all departments, particularly those set up since the war where positions are temporary and cannot offer the attraction of continuity which attaches to positions in the permanent departments. In the Wartime Prices and Trade Board, the approximate turnover during 1943 was 44%, in the Department of Munitions and Supply, 48%, and in the Unemployment Insurance Commission, 28%. During 1943 more than 7,000 replacements were required in Ottawa alone, and more than 10,000 in the federal civil service across Canada.

#### WOMEN ENCOURAGED

The Civil Service Commission has tried in several ways to overcome the wartime difficulties of obtaining employees. The main change in policy has been the employment of married women. As laid down in the civil service regulations, married women whose husbands are living, unless receiving no support from their husbands, are not eligible for the service, and any woman must leave the service when she is married. These restrictions have been waived for the war's duration. The assignment figures in Table I (page 15) show the vast increase in the number of women appointed to the service during the war.

Until May, 1944, married women could continue on their jobs, but had to begin at the initial pay rate and sacrifice any increases they had earned. Now there is but one distinction between married and unmarried women in the service -- only single girls may qualify for permanent appointment.

If it had not been for the large number of women who have taken government jobs, wartime personnel requirements could not have been met. Even as it is, demand far exceeds the supply, particularly of stenographic help. The Civil Service Commission has embarked on several entirely new schemes to try to



obtain a sufficient number of typists:

1. Special stenographic courses. Under the Dominion-Provincial War Emergency Training Program girls are given free courses in typing and stenography in 14 secondary schools - 12 in Ontario, one in Saskatchewan and one in Quebec. While taking training, girls are paid a subsistence allowance by the government. Immediately on completion of their courses they are placed in the service. Since the inception of the scheme in the autumn of 1942 to the end of June, 1944, about 700 were assigned to positions.
2. Night classes. Civil servants wishing to learn or brush up their typing and shorthand with a view to becoming eligible for promotion may take advantage of free night school tuition. Since the autumn of 1942 approximately 1,000 persons have benefited from the classes, and many more have taken some additional training.
3. Railway Fare. Train fare (in excess of \$10) is paid by the government for typists, stenographers and clerks who are brought to Ottawa and Montreal. Girls trained under the War Emergency Training Program are included.
4. Part-time positions. Married women who are unable to devote their entire day to working have been recruited for part-time positions in Ottawa since September, 1943, as Grade I and II stenographers and clerks. This has considerably eased the shortage of trained office workers.
5. Stenographic surveys. During 1943 the commission made special surveys in several departments to ensure that personnel were being used to the best advantage. The resulting reallocation of employees and reorganization of work have in some cases partly overcome the need for additional staff.
6. Increases. Provision has now been made for granting increases to Grade I personnel after six months' satisfactory service, from \$60 to \$65 a month. A new class, Grade IA, at \$75 has been established for persons with more important duties and with one year's experience in the service.
7. Accommodation. In order to alleviate the housing problem for young girls taking positions in Ottawa, the government has provided Laurentian Terrace, a residence with low-priced rooms and meals, which houses 360 girls.

The Civil Service Act provides that no temporary personnel may be eligible for periodic increases or promotion. It soon became evident after the outbreak of war, however, that this ruling would have to be changed to encourage wartime help to stay at their jobs. Finally, in November, 1943, provision was made for temporary employees earning a salary of \$2,100 or less to be accorded the same benefits in respect to increases as permanent civil servants. After being employed six months, the department concerned may also apply to have temporary personnel reclassified (promoted).

PERMANENCY

In recent years the Treasury Board has clung to the policy of making permanent as few positions as possible. Many persons employed in the peacetime departments in what have turned out to be permanent jobs have only temporary status and cannot, therefore, enjoy the privileges of permanency.

The Civil Service Commission has tried to change this situation. In 1936 the Treasury Board initiated the ruling that the number of permanent appointments in each unit be restricted to a proportion (80% to 90%) of the



total number of employees. The commission felt that permanency should be established on the basis of the continuity of the work rather than a fixed number, and in 1939 the restriction was rescinded and replaced by the requirement of one year's temporary service before an appointment is made permanent; but in 1940 the percentage basis was put in effect again, and the number of positions given permanent status dropped.

The distinction between wartime and peacetime departments, temporary and permanent employees, has caused many difficulties for the commission. The rules and regulations by which the commission operates apply to permanent departments; its duties relating to the war departments are conferred on it only temporarily. Because of the growth of the wartime functions of the government, however, the commission must devote most of its time to these wartime duties. Moulding or revamping its detailed system to suit the needs of today has been a difficult project.

#### DISTRICT OFFICES

Pressure of wartime needs and immediate requirements of large numbers of employees led to decentralization of much of the commission's work through the establishment, early in 1942, of district offices. Offices are now functioning in Halifax, Saint John, Quebec, Montreal, Toronto, Winnipeg, Edmonton and Vancouver. There are also three sub-offices at Moncton, London and Calgary to provide regular periodic service in these regions.

These offices were set up to facilitate the service given to the war departments in connection with their appointments outside Ottawa. Each office looks after selecting and hiring staff needed in its own particular district. In this the district offices represent the examination and assignment branches of the commission. Their establishment has, however, in no way changed the procedure of setting up new positions or making changes in existing ones. The organization branch still handles all such requests regardless of whether the position concerned is to be in Ottawa or in the region of one of the district offices.

Originally set up to deal with wholly wartime positions in their own districts, the district offices keep careful watch for persons willing to work in Ottawa, who are referred to the headquarters of the commission. They are also now handling virtually all the examination and assignment work for both wartime and peacetime positions in their districts and they also maintain their own eligible lists.

#### POST-WAR

The end of the war will find the commission facing a somewhat different situation. At present the emphasis is laid on obtaining as quickly as possible competent persons to fulfill required duties in the various war departments and in normal services.

Hereafter, the commission will be primarily concerned with seeing that the full competitive process of selection is followed for all positions in the service and that within this procedure the fullest consideration is given qualified ex-service men. Full resumption of normal activities in government departments will involve large general competitions for junior clerical and stenographic classes, the operating classes, and for more specialized posts in departments whose activities have been curtailed during the period of the war.

The commission has already set up at head office and at district offices arrangements whereby ex-service men will be ensured of receiving the special consideration that is provided under the law. The return of larger numbers of ex-service men interested in employment in the government service will obviously involve the extension of such facilities in order that ex-service men may be fully satisfied that they are being given fair and considerate treatment.



CLASSIFICATION

Every department in the government coming under the Civil Service Commission is organized on a similar pattern so that uniformity throughout all branches of the civil service may be maintained. In 1919 a complete classification of the service was made with a view to establishing a fair and equal system of organization and remuneration. Since then many changes have been made in departmental organization. Before any such reorganization may be made, the minister concerned must make a report to the commission which, in turn, investigates the matter before recommending to the governor-in-council that the change be made.

Every position in the civil service is classified so that there will be conformity among the various departments. Originally the requirements and duties of each class were clearly tabulated, but the method of classification now used depends more on the good judgment and experience of the organization branch of the commission. When a new position is set up, its requirements, responsibilities and suggested salary are carefully balanced against those of other similar positions in other departments, and it receives classification accordingly.

To be fair, the job classification system must be rigid. A certain amount of flexibility, however, is introduced by the provision that the commission may establish additional classes or abolish or combine existing ones whenever it deems such action necessary. In practice, as continually more positions have opened up, there has been a constant addition to the number of classes. There are many cases of positions being alone in their class. The civil service was, to a great degree, reclassified from 1936 to 1939, but wartime expansion has strained the system. There are now upwards of 2,500 classifications and grades listed by the commission. These range from the lowest-paid full-time job of office boy at \$420 a year, through junior clerical positions such as those listed in Table IV (page 18) to classifications carrying salaries on the \$6,000 level. There are also several one-man classes at salaries ranging up to as high as \$15,000.

COMPENSATION

A uniform system of compensation has been established for the entire civil service. There is a fixed rate of salary for each class, with a minimum and maximum to allow for increases within the class. New employees enter at the minimum of the class, but may receive an increase after one year on recommendation of the deputy head of their department and the approval of the commission and Treasury Board. Regular annual increases, similarly recommended, may be granted to employees for meritorious service up to the maximum of the grade.

Numerous permanent employees have been lent by peacetime departments to the new wartime branches for some particular work or have taken on additional duties because of the pressure of the war - often work that would ordinarily be done by someone in a higher classification. Their additional duties and responsibilities, which are contingent on the war and therefore considered temporary, do not make them eligible for promotion or an increased salary. Such civil servants are paid "war duties supplements" in addition to their regular salaries. The amount of the supplements is based on the responsibility and amount of additional work involved.

In Table IV (page 18) the salaries of temporary employees (non-householders) in some of the clerical classifications are shown. These are revised in accordance with the income tax changes effective July 1, 1944. No account has been taken in the table of variances due to changes in marital status, number of dependents, increase in remuneration, etc., which affect



the amount of income tax deductions.

The main classes of positions that are exempt from civil service regulations regarding compensation are those which are paid at an hourly rate. Deputy heads of departments are also exempt as they are appointed by the governor-in-council.

### EXAMINATIONS

When a vacancy occurs in any department or when the need of a new position arises, the department head sends in his requisition to the commission. If the position can be filled from within the department, a promotional examination is held. Otherwise the competition is open to all civil servants and to the public. Such competitions are advertised, and applications are received. An examination is then held in either English or French. Where possible, temporary as well as permanent civil service appointments are made by examination.

The examination system has been used in order to ensure that the best available person will be chosen for each job and that there can be no political influence in appointments. Oral examinations are sometimes held instead of or in addition to written ones.

Names of successful candidates are placed on eligible lists according to merit (with the exception of war veterans who are always placed at the top of the lists) and any not needed at the time of examination may subsequently be called.

In 1918 the examinations held, following the British system, were based on academic subjects and were designed to enable the commission to select promising persons who would obtain their experience in the service. It was found here to be not altogether satisfactory for obtaining employees in the lower grades or for specialized positions, and it has since been retained only for certain classes of positions. In general examinations in Canada are specialized.

In the case of the Department of External Affairs in pre-war days, the specialized examination took the form of a very stiff written test covering a wide variety of subjects connected with history, economics and current affairs throughout the world. This examination has been temporarily suspended during the war, and recruits are taken into the department on a probationary basis after a personal interview with civil service examiners.

In order to assist in the difficult job of setting and marking examinations, the commission has made a practice of calling on authorities across Canada in the subjects concerned. Each year between 100 and 200 university professors, technical and business experts, research and scientific specialists have voluntarily given their assistance in examining candidates by acting as advisory examiners.

### APPOINTMENTS

Appointments to the civil service may be made in two ways: By the Civil Service Commission and by governor-in-council. Authority for payment of salary takes the form, respectively, of a civil service certificate or order-in-council.

Since the establishment of the new branches and departments of the government by the War Measures Act, use of the second method of appointment has been somewhat increased, especially in the case of their technical and professional personnel.

Appointments through the commission are made in three steps: Requests from any department for additional employees or change in status of present personnel are sent to the commission, the commission investigates them and passes on its



recommendations to the Treasury Board. Only after the board has concurred is the addition or change made.

In some of the new departments where technical and administrative officers are appointed by governor-in-council, assisting and clerical staff are also so appointed. For the most part, however, the commission has staffed them. On the one hand this dual system of recruiting considerably eases the burden of the commission, which understandably finds it difficult to handle the vast number of appointments the war has made necessary. On the other hand, it establishes an increasing number of exceptions to the rules and regulations on which the service is founded.

#### QUALIFICATIONS FOR APPOINTMENT

In order to be appointed to the public service, an appointee must satisfy several qualifications. In addition to the actual examination results, the following points must be checked:

1. Citizenship-The appointee must be a British subject.
2. Enemy origin-A candidate who is himself or whose parent or parents are of enemy origin is subject to thorough investigation.
3. Residence- The appointee must have resided in Canada for five years and, in the case of districts outside Ottawa, must have resided in that district for one year immediately prior to appointment.
4. Language- The candidate must have knowledge and use of either or both the English and French languages, as the position concerned requires.
5. Education-Certain educational requirements are prescribed for every classification in the service.
6. Age-The usual age limits are 16 to 65. Office boys and girls may enter at 14 or 15 if provincial educational regulations permit, and the age limit may be extended beyond 65. Some positions carry particular age specifications.
7. Eligibility for military service- Males between the ages of 18 and 38 are ineligible for appointment to the service, unless medical unfitness for military service can be established or a certificate be produced that shows discharge from the armed services on account of medical unfitness. An exception to this general rule may be made where it can be established that the appointment of a physically fit man for special work would be in the public interest.

#### VETERANS

Veterans of World War I and of the present war have statutory preference in civil service appointments. This preference in no way obviates the necessity for veterans to have the required qualifications for any positions. They must try the same examinations as all other applicants. The preference lies wholly in the order of appointment, for successful veterans' names are put at the top of eligible lists. The figures given in Table 1 (page 15) showing the assignments made yearly include the number of appointments of persons who have had overseas active service.

These civil service regulations tie in with the government's rehabilitation plans for the post-war period. Service women will be granted the same consideration as men.

All permanent civil servants who enlisted are guaranteed a return to their positions after the war as well as their seniority, place on eligible lists,



statutory increases and superannuation privileges. While on war duty they are also eligible for promotion.

Members of the armed forces overseas are now able to apply for existing and future vacancies in the civil service, particularly in such departments as Veterans Affairs, External Affairs and Trade and Commerce. Notices of vacant positions are appearing in routine orders along with the necessary information about qualifications and war service record. In some cases, men may be seconded from the services to return to Canada; in others, while waiting in the discharge stream overseas, the preliminary arrangements may be made. Rank will be of no consideration in filling the positions.

Examining boards have been convened overseas to consider applications for civil service positions. Arrangements are also being made for the holding of examinations overseas. Men qualifying for vacant government positions would then be ready to step into a job on their arrival in Canada.

### PROMOTION

Promotion within the service, as provided by the Civil Service Act, is under the control of the commission. Vacancies are filled from the ranks wherever possible, with promotion contingent on efficiency, fitness for the new position and length of service. The principle of promotion by examination is laid down in the act, and employees of one class may apply to try an examination for entrance to a higher class and thus have their names placed on the eligible list for positions higher in the civil service.

Under the theory of promotion from within the service, there is nothing to prevent a conscientious boy from working his way from the lowest grade to a position of considerable responsibility and importance. The difficulty is that educational requirements increase with each class, and those lower down have not often the requirements of the classes above them. At the same time, it is difficult to persuade a person with the qualifications of the higher classes to enter the service in a low grade at a low salary.

More and more frequently it has become the practice to replenish positions in the higher grades with outside personnel. Especially is this true where professional, technical or highly specialized qualifications of any kind are needed.

### RIGHT OF APPEAL

Every civil servant has the right of appeal to a review board if he feels that he has been unjustly treated in respect to promotion or salary increases. Each person applying for a certain promotion is notified as to the successful candidate and his own standing in the examination. He is given 14 days in which to register an appeal for reconsideration.

Appeals are passed upon by a review board composed of one representative of the department, one of the commission and one from an employee association nominated by the applicant. The three act as judges and hear evidence. About 5% of the appeals are upheld.

It is not until after the open period for appeal has passed, or after a decision of the review board has been given, that a promotion is officially confirmed. This procedure applies only to permanent positions.

In the first year of the review boards' activities, 1940-41, about 250 appeals were received. That number has been decreasing, and in 1943-44 between 140 and 150 were submitted.



Since December, 1943, a similar procedure has been available for appeals in connection with annual increases. Employees who are not recommended for an increase are notified and given an opportunity of making an appeal to a special review board. All applications are first referred to a preliminary review board (made up of three departmental officers, two nominated by the department and one by the appellant). Applications judged to have a fair case are then handled in the same manner as appeals for promotion.

#### DISMISSAL

Appointments to the civil service are termed permanent only after a probationary period of six months has been passed. The commission has continuously urged the departments to have no hesitation in dismissing any unpromising employee during his first six months, but the tendency has been to retain even less efficient persons and put them in minor jobs. The only grounds for dismissal in the civil service are inefficiency and political partisanship, and cases of either have been extremely rare.

Because fear of losing one's position is virtually unknown to civil servants, the system is sometimes criticized for tending to encourage laziness. On the other hand, the security of such positions does attract many able persons and helps to maintain continuity of effort. This is especially desirable in the technical branches.

#### BENEFITS

Civil service employees are offered several benefits in addition to the security of their positions and opportunities for free stenographic training:

1. Holidays. After six months in the civil service, holidays are granted on the basis of one and a half days a month and may be cumulative up to two years.
2. Sick leave. An allowance is made for sick leave of one and a half days a month, after six months, and the time is allowed to accumulate for the first six months. It may be carried over from year to year.
3. Superannuation fund. An amount varying from 5% to 6% of every permanent employee's salary is deducted for the superannuation fund. A monthly allowance is paid on retirement at the age of 65 provided the employee has spent a minimum of 10 years in the civil service. No deduction is made after 35 years of service. Calculated on the basis of 1/50 of the average salary for the last 10 years, the maximum superannuation allowance works out to 70% of the average salary. If an employee leaves before he becomes eligible for superannuation, his payments may be returned. Special provisions are made for those who are forced to retire before the age of 65. Widows retain one-half the superannuation payment. Allowance is also made for children and dependents.
4. Retirement fund. Temporary employees have 5% of their basic salary (4% in the case of those paying Unemployment Insurance) deducted for the retirement fund. On leaving the civil service their contributions, plus 4% interest, are returned.
5. Overtime. There is no set policy for overtime pay in the government service. A few jobs paid by the hour are eligible for overtime payment, but otherwise arrangements are left to the individual departments. The practice in many departments is that for each consecutive three hours of overtime an employee works, he is permitted to take the same time off



by day. This time is cumulative during the fiscal year.

6. Recreational Associations. On payment (deducted from salary cheque) of 25 cents a month, civil servants are entitled to participate in a wide variety of activities and are given entry to many cultural and athletic events at reduced rates. Participation is entirely voluntary.

7. Housing. As mentioned previously, there is available to out-of-town young girls in the civil service a residence, Laurentian Terrace, with accommodation for 360 which provides room and board at reasonable rates.

8. Civil service associations. There are several main employee organizations open to civil servants: The Civil Service Federation, an affiliation of civil service organizations throughout Canada; Amalgamated Civil Servants of Canada, also Dominion-wide; Civil Service Association of Ottawa, an organization for Ottawa employees; Professional Institute, open to certain groups of specially trained persons. There are in addition several associations of specific groups of government employees such as postal employees, customs and excise officials, etc.

To bring about closer co-operation between the government as employer and the vast body of civil servants as employees, a National Joint Council was set up in March, 1944. This council acts wholly in an advisory capacity and is a means of giving civil servants a greater share in and responsibility for the determination and observance of conditions under which they work. Recommendations are made to the Treasury Board and or the Civil Service Commission regarding such things as recruitment, training, hours of work, promotions, discipline, tenure, remuneration and superannuation.

Personnel of the council is comprised of eight representatives nominated by the various associations of civil servants and eight officials appointed by the governor-in-council, including one representative of the Civil Service Commission.

TABLE I



TABLE I  
 ASSIGNMENTS TO PERMANENT AND TEMPORARY POSITIONS

YEAR	Permanent (including seasonal)					Temporary					GRAND TOTAL <sup>x</sup>	
	OAS(1)	M	F	TOTAL	OAS	M	F	TOTAL	OAS	M		F
1938	342	376	125	(843)	1,189	3,439	935	(5,563)	1,531	3,815	1,060	6,406
1939	340	685	141	(1,166)	1,498	4,624	1,895	(8,017)	1,838	5,309	2,036	9,183
1940	380	858	302	(1,540)	2,128	9,641	5,991	(17,760)	2,508	10,499	6,293	19,300
1941	300	518	167	(985)	2,516	13,311	14,249	(30,076)	2,816	13,829	14,416	31,061
1942	217	355	109	(681)	3,495	16,234	28,212	(47,941)	3,712	16,589	28,321	48,622
1943	481	564	58	(1,103)(2)	3,651	14,851	36,737	(55,239)	4,132	15,415	36,795	56,342

<sup>x</sup>The grand totals for 1935, 1936, 1937 respectively are: 2,943, 4,947, 5,770.

- (1) Overseas Active Service, that is, candidates entitled to statutory preference accorded to veterans of World War I and World War II.
- (2) Increase due to certain proportion of permanent appointments to the Unemployment Insurance Commission to provide a nucleus of continuing staff.



by day. This time is cumulative during the fiscal year.

6. Recreational Association. The government (deducted from salary charges) of 25 cents a month, civil servants are entitled to participate in a wide variety of activities and sports, including cultural and athletic events at reduced rates.

7. Housing. As mentioned previously, there is available to out-of-town young girls in the civil service a residence, "Munich Terrace", with accommodations for 300 which provides meals and laundry at reasonable rates.

8. Civil service associations. There are several main employee organizations open to civil servants: the Civil Service Federation, an affiliation of civil service employees throughout Canada; the Canadian Civil Servants of Canada, also Dominion-wide; Civil Service Association of Ottawa, an organization for Ottawa employees; Professional Institute for certain groups of specially trained persons. There are in addition several associations of specific groups of government employees such as postal employees, customs and excise officials.

To bring about closer cooperation between the government as employer and the vast body of civil servants as employees, a National Joint Council was set up in March, 1944. This council acts through an advisory capacity and is a means of giving civil servants a greater share in and responsibility for the determination and improvement of conditions under which they work. Recommendations are made to the Treasury Board or the Civil Service Commission regarding such things as recruitment, training, hours of work, promotions, discipline, tenure, remuneration and superannuation.

Personnel of the Council is composed of eight representatives appointed by the various associations of civil servants and eight officials appointed by the governor-in-council. One representative of the Civil Service Commission.

Employment Insurance Commission to provide a measure of compensation for unemployment  
(S) Increase due to certain prohibition of payment of unemployment insurance  
(T) Increase due to certain prohibition of payment of unemployment insurance  
The following table for 1944-45 shows the increase in the number of employees employed by the government in the various departments and agencies.

Department	1943-44	1944-45	Change
CAF	181	181	0
CAF	115	115	0
CAF	300	300	0
CAF	280	280	0
CAF	370	370	0
CAF	375	375	0
CAF	072 (J)	072 (J)	0
(Amounts in thousands)			
Government			

STATISTICAL INFORMATION ON THE CIVIL SERVICE



TABLE II

CIVIL SERVICE EMPLOYEES IN THE MAIN DEPARTMENTS SET UP DURING THE WAR  
MARCH 1940-44

	<u>1940</u>	<u>1941</u>	<u>1942</u>	<u>1943</u>	<u>1944(1)</u>
Munitions and Supply		1,244	3,219	4,303	4,027
National Defence (2) Army		4,538	5,074	8,554	8,663
Naval Service		(3)	2,383	3,621	4,436
Air		10,518	14,755	16,782	16,526
National War Services		1,079	709	2,090	1,176(4)
National Film Board		7	49	377	476
Unemployment Insurance Commission			1,360	4,097	5,728
Wartime Information Board				120	136
Wartime Prices and Trade Board	55	103	1,533	4,685	5,641

(1) Figures subject to revision

(2) Excluding all members of the armed forces

(3) Included in army figure

(4) Mobilization branch moved to Department of Labour

(1) Figures subject to revision  
(2) Excluding Wartime Prices and Trade Board  
(3) In 1941 the Department of National Defence was divided for the three services. See table II for these figures.  
(4) Including Income Tax Division.



(V) Корпункцион планшот мовел то Делетмент оу Гуронт.  
 (3) Инклюдед то етлэ Улгане  
 (5) Эксклюдед етлэ мепреде оу пре етлэеу тосеуе  
 (1) Улгане етлэеу то талегтон

	ТОЗ	ТОЗ	ТОЗ	ТОЗ	ТОЗ	ТОЗ	ТОЗ	ТОЗ	ТОЗ
Метлэеу Елгане етлэ Делет Делет	103	103	103	103	103	103	103	103	103
Метлэеу Инфолматон Делет									
Метлэеу Делет Делет Делет Делет									
Метлэеу Делет Делет									
Метлэеу Делет Делет (3) Делет									
Метлэеу Делет Делет (5) Делет									
Метлэеу Делет Делет									
<b>ТОЗ</b>	<b>ТОЗ</b>	<b>ТОЗ</b>	<b>ТОЗ</b>	<b>ТОЗ</b>	<b>ТОЗ</b>	<b>ТОЗ</b>	<b>ТОЗ</b>	<b>ТОЗ</b>	<b>ТОЗ</b>

Метлэеу Делет Делет Делет Делет  
 Делет Делет Делет Делет Делет  
 Делет Делет Делет Делет Делет



TABLE III

NUMBER OF EMPLOYEES IN THE MAIN PERMANENT DEPARTMENTS OF THE CIVIL SERVICE (excluding certain classes of "casual" workers) March, 1937-1944

	1937	1938	1939	1940	1941	1942	1943	1944 (1)
Agriculture	2,633	2,926	3,122	3,362	3,110	3,202	3,303	3,326
Auditor-General	220	226	231	280	292	359	269	262
Civil Service Commission	195	230	235	277	364	453	568	591
External Affairs	167	185	193	219	293	371	374	435
Finance	1,409	1,475	1,432	2,103	3,347	5,140	6,143	7,066
Fisheries	309	301	325	312	289	332	318	364
Justice	1,016	1,044	1,091	1,115	1,086	1,048	975	996
Labour	238	244	244	248(2)	252(2)	356	1,044	3,601
Mines and Resources	3,124	3,106	3,147	3,177	3,278	3,307	1,044	2,637
National Defence	1,336	1,306	1,424	3,592(3)			3,517	3,601
National Research Council	171	185	226	310	585	792	1,135	1,232
National Revenue(4)	5,521	5,784	5,706	5,700	5,904	6,657	7,949	9,285
Pensions and National Health	2,354	2,288	2,335	2,578	2,980	3,371	4,038	4,998
Post Office	11,649	12,122	12,518	12,857	13,160	12,809	12,622	13,105
Public Printing and Stationery	622	635	652	665	709	766	817	824
Public Works	3,860	4,027	4,124	4,250	4,538	4,858	5,378	5,694
Secretary of State	312	324	346	408	423	426	365	361
Trade and Commerce	1,867	1,607	1,794	1,801	1,839	3,302	2,755	2,657
Transport	4,549	4,816	5,710	5,414	5,604	5,705	6,363	6,833

- (1) Figures subject to revision
- (2) Excluding Wartime Prices and Trade Board
- (3) In 1941 the Department of National Defence was divided for the three services. See table II for these figures.
- (4) Including income tax division.







SALARIES OF TEMPORARY EMPLOYEES (1) (NON-HOUSEHOLDI RS)  
EFFECTIVE JULY 1, 1944

Class	Basic Salary	Cost-of-living(2) Bonus 17% of Basic Salary	Special Allowance	Total Monthly Income	Less Deductions Retire- ment Fund (3)	Unemployment Insurance Commission (4)	Income Tax	Net Salary
<u>Grade 1 Employees</u>								
Minimum	\$50.00	\$10.20	--	\$70.20	\$2.40	\$1.04	\$4.50	\$62.26
\$5 Increase - 6 mos.	65.00	11.05	--	76.05	2.60	1.04	5.55	66.86
\$10 " -12 mos.	70.00	11.90	--	81.90	2.80	1.04	6.65	71.41
\$15 " -24 mos.	75.00	12.75	--	87.75	3.00	1.30	8.30	75.15
\$20 " -36 mos.	80.00	13.60	--	93.60	3.20	1.30	9.95	79.15
\$25 " -48 mos.	85.00	14.45	--	99.45	3.40	1.30	11.70	83.05
<u>With Special Allowance</u>								
\$5 -Minimum	60.00	10.20	\$5.00	75.20	2.40	1.04	5.35	66.41
-Maximum	85.00	14.45	--	99.45	3.40	1.30	11.70	83.05
\$10 -Minimum	60.00	10.20	10.00	80.20	2.40	1.04	6.35	70.41
-Maximum	85.00	14.45	--	99.45	3.40	1.30	11.70	83.05
\$15 -Minimum	60.00	10.20	15.00	85.20	2.40	1.04	7.75	74.01
-Maximum	85.00	14.45	--	99.45	3.40	1.30	11.70	83.05
Grade IA -Minimum	75.00	12.75	--	87.75	3.00	1.30	8.30	75.15
-Maximum	85.00	14.45	--	99.45	3.40	1.30	11.70	83.05
Grade 2 -Minimum	90.00	15.30	--	105.30	3.60	1.30	13.45	86.95
-Maximum	115.00	18.42	--	133.42	4.60	1.56	21.85	105.41
Grade 2A -Minimum	100.00	17.00	--	117.00	4.00	1.56	16.50	94.94
-Maximum	115.00	18.42	--	133.42	4.60	1.56	21.85	105.41
Grade 3 -Minimum	115.00	18.42	--	133.42	4.60	1.56	21.85	105.41
-Maximum	135.00	18.42	--	153.42	5.40	1.56	29.90	116.56
Grade 4 -Minimum	135.00	18.42	--	153.42	5.40	1.56	29.90	116.56
-Maximum	160.00	18.42	--	178.42	6.40	1.56	38.70	131.76







SALARY REVISIONS (CONT'D)

Class	Basic Salary	Cost-of-living(2) Bonus 17% of Basic Salary	Special Allowance	Total Monthly Income	Less Deductions			Income Tax	Net Salary
					Retirement Fund (3)	Unemployment Insurance	Commission(4)		
Other rates showing where changes in bonus and unemployment insurance are involved	\$160.00	\$18.42	--	\$178.42	\$6.40	\$1.56	\$38.70	\$131.76	
	170.00	11.51	--	181.51	6.80	1.56	39.55	133.60	
	180.00	6.51	--	186.51	7.20	1.56	41.35	136.40	
	190.00	6.51	--	196.51	7.60	1.56	44.90	142.45	
	200.00	6.51	--	206.51	10.00	--	48.35	148.16	
	210.00	6.51	--	216.51	10.50	--	51.90	154.11	
	250.00	--	--	250.00	12.50	--	65.25	172.25	

(1) Note: This table can be applied to permanent at the same salary rates by substituting for retirement and unemployment insurance deduction, superannuation 5% (5½% and 6% in the case of males receiving more than \$1,200 and \$1,500 annual salary, respectively, appointed since August 11, 1939).

(2) Non-householders, earning less than \$108 a month, receive a cost-of-living bonus equal to 17% of basic salary. Householders receive flat rate bonus of \$18.42 a month.

All employees who earn \$108 and not more than \$160 a month receive a flat bonus of \$18.42. Employees whose salary is either \$165 or \$170 a month receive bonus of \$16.51 and \$11.51 respectively. Employees who earn \$175 to \$240 a month receive \$6.51 bonus. Employees with an annual salary of \$3,000 or over receive no bonus.

(3) Deductions are made at the rate of 5% of the basic salary only (exclusive of bonus or special allowances) except when the employee is paying unemployment insurance, in which case the retirement fund deduction is 4%.

(4) Deductions are made from temporary employees over 16 years of age who have been appointed since September 3, 1939, and who earn \$2,400 or less in a year.



